DOCUMENT RESUME

ED 416 013 PS 026 223

TITLE	Blocks to Their Future: A Report on the Barriers to Preschool Education for Homeless Children.
INSTITUTION	National Law Center on Homelessness and Poverty, Washington, DC.
PUB DATE	1997-09-00
NOTE	90p.
AVAILABLE FROM	National Law Center on Homelessness and Poverty, 918 F Street, N.W., No. 412, Washington, DC 20004; phone: 202-638-2535; fax: 202-628-2737 ($28).
PUB TYPE	Books (010) -- Reports - Descriptive (141) -- Reports - Research (143)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Access to Education; *Homeless People; Policy Analysis; Policy Formation; *Preschool Children; *Preschool Education; School Effectiveness; School Responsibility
IDENTIFIERS	Stewart B McKinney Homeless Assistance Act 1987

ABSTRACT

Homelessness has a devastating impact on children. School provides stability and a sense of continuity during an otherwise chaotic time, as well as access to other comprehensive services, both inside and outside the school, such as meals, health care, counseling, and recreation. But despite their desperate need, homeless children face high, often insurmountable barriers in gaining entry to public school and preschool programs because they lack a permanent address. A study assessed the level of access and participation that homeless children have to preschool education, identifies barriers that prevent their participation, and develops policy recommendations to ensure compliance with existing law. The National Law Center surveyed state education officials and shelter service providers, and reviewed certain documents addressing the participation of homeless children in preschool programs. Major findings are: (1) barriers to enrollment and retention are transportation, transience, lack of program availability, lack of parents' understanding of children's educational rights, lack of immunization records or birth certificate, and residency requirements; (2) funding is inadequate; (3) demand for preschool enrollment exceeds availability; (4) state officials have failed to comply with McKinney Act requirements; and (5) some success has been achieved. Based on the findings, recommendations include increased appropriations for the McKinney Act and Head Start, increased monitoring and enforcement by the Departments of Education and Health and Human Services, and ratification of the Convention of the Rights of the Child. (Appendices present graphs and charts, the Stewart B. McKinney Homeless Assistance Act, funding and appropriations tables, and survey instruments.) (EV)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

NATIONAL LAW CENTER
ON HOMELESSNESS & POVERTY

ED 416 013

BLOCKS TO THEIR FUTURE:

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

A REPORT ON THE BARRIERS TO PRESCHOOL EDUCATION FOR HOMELESS CHILDREN

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL IN OTHER THAN PAPER COPY HAS BEEN GRANTED BY
Teresa Hinze
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

September 1997

BEST COPY AVAILABLE

918 F Street NW Suite 412 • Washington, DC 20004 • phone: 202-638-2535 • fax: 202-628-2737

BLOCKS TO THEIR FUTURE:

A REPORT ON THE BARRIERS TO PRESCHOOL EDUCATION FOR HOMELESS CHILDREN

September 1997

EXECUTIVE SUMMARY

BLOCKS TO THEIR FUTURE: A REPORT ON THE BARRIERS TO PRESCHOOL EDUCATIONFOR HOMELESS CHILDREN

Over 744,266 school-aged and 257,548 pre-school-aged children are estimated to be homeless in the United States. Children now comprise approximately 27 percent of the homeless population. These numbers have increased steadily in recent years. School -- and preschool -- can make a dramatic difference in these children's lives. But despite a federal law that protects the right of homeless children to attend public school and preschool, homeless children are often denied access to this critical resource. **Blocks to Their Future** assesses the level of access and participation that homeless children have to preschool education; identifies barriers that prevent their participation; and develops policy recommendations to ensure compliance with existing law.

Homelessness has a devastating impact on children. According to numerous studies, homeless children suffer disproportionately from health problems, nutritional deficiencies, and developmental delays. School provides stability and a sense of continuity during an otherwise chaotic time, as well as access to other comprehensive services, both inside and outside the school, such as meals, healthcare, counseling, and recreation. But despite their desperate need, homeless children face high, often insurmountable barriers in gaining entry to public school and preschool programs because they lack a permanent address.

A 1987 federal law, the Stewart B. McKinney Homeless Assistance Act, provides that state education agencies must remove barriers that impede the enrollment and attendance of homeless children in public school, and allocates federal funds to the States to facilitate compliance. But noncompliance and inadequate funding have impeded full implementation of the McKinney Act Education Program, with only three percent of the nation's school districts receiving McKinney education grants. Compliance data indicate that in school districts that receive funds, enrollment and

attendance at primary and secondary schools have improved for many homeless children. However, homeless children's access to public preschool is much more uneven.

Assessing Compliance with the Law: Major Findings of this National Survey Report. To evaluate homeless children's access to preschool, the National Law Center surveyed state education officials and shelter service providers, and reviewed certain documents addressing the participation of homeless children in preschool programs. Major findings from the report are:

1. **Respondents identified the major barriers** to enrollment and retention of homeless children in public preschool programs.

- 74 percent identified lack of transportation;
- 60 percent identified lack of availability of preschool programs;
- 60 percent identified transiency of homeless families;
- 60 percent identified parents' lack of understanding of their children's educational rights;
- 54 percent identified the lack of coordination between service providers;
- 50 percent identified lack of immunizations and/or immunization records;
- 48 percent identified lack of birth certificate documentation;
- 46 percent identified residency requirements.

2. **Funding is inadequate** to meet the preschool needs of homeless children.

- 70 percent of all respondents indicated that current federal, state, and local funding was inadequate to meet the preschool needs of homeless children.

3. **The demand for public preschool enrollment exceeds availability** of programs.

- Nearly 80 percent of all respondents indicated that public preschool programs have waiting lists from less than 30 days to more than 12 months.

4. **State officials have failed to comply with the McKinney Act requirement** to estimate the number of homeless children and gather information on the nature and extent of the problems homeless children have in gaining access to public preschool programs.

- 70 percent of responding state officials were unable to estimate the number of homeless children eligible for public preschool programs in their states.
- 66 percent of state officials indicated that there was little reliable data in their states on the numbers of homeless children eligible for preschool or their needs.

5. **State officials have failed to fulfill the McKinney Act requirement** to facilitate coordination between, and develop relationships and coordinate with, other state agencies in order to improve the provision of comprehensive services, including preschool, to homeless children.

- 70 percent of responding State Coordinators of Education for Homeless Children and Youth reported little emphasis was placed on the enrollment of homeless children in preschool.
- However, 100 percent of State Coordinators and 61 percent of all respondents were aware of the McKinney Act preschool mandates.

6. **Few homeless children are enrolled** in public preschool programs.

- 30 percent of state officials estimated that few or no homeless children were enrolled in preschool.
- 50 percent of responding shelter providers indicated that few or none of their eligible residents were enrolled in preschool.
- 45 percent of responding state officials indicated that they did not know the number of homeless children enrolled in preschool.

7. **Family shelter providers attempt to fill the gaps** caused by the failure of state agencies to ensure the access of homeless children to a free, appropriate public preschool education.

- 70 percent of responding shelter providers indicated that they give limited assistance to resident families to enroll children in preschool,

but only 43 percent could identify any public official who assisted them or the families with preschool enrollment.

- Only 24 percent of the providers had a preschool program at the shelter site, but these programs represented 64 percent of providers indicating that all or most of their residents attended preschool.
- If providers with a preschool program at the shelter site are removed from the sample, among remaining respondents, nearly 70 percent have few or no resident children enrolled in preschool.

8. **Despite widespread failure to comply with the McKinney Act requirements**, some success in increasing the participation of homeless children in public preschool has been identified.

- Nearly 40 percent of all respondents noted an increase in the number of homeless children participating in public preschool programs since 1994 when the McKinney Act clarified the right of homeless children to access public preschool education.
- Respondents attributed increases in enrollment to a growing number of homeless children (64 percent) and outreach efforts to homeless families (56 percent).

Global Comparisons: The United States is Behind. Globally, many countries have recognized the importance of preschool and have provided subsidies for poor children's enrollment. From 1975 to 1991, the percentage of the world's children attending preschool increased from 17 to 38 percent. However, the United States is lagging behind. In the industrialized world, the percentages of children attending preschool are much higher in the following countries:

- Belgium and Ireland 100 percent
- Denmark 92 percent
- Germany 91 percent
- France and Chile 83 percent
- Japan and Israel 82 percent
- Australia 70 percent

The United States, at 63 percent, ranks near the bottom of major industrialized nations; enrollment of poor American children in preschool, at under 25 percent, is well below the worldwide average.

The Case for Pre-School: Moral, Legal and Economic. Preschool education for homeless children is good public policy. Preschool interventions can result in significant improvements in their learning and behavior patterns during the time of enrollment. Studies have shown that low-income children participating in preschool initially score higher on reading, math and IQ tests, and continue to perform better academically overall, and fare better in their health, social adjustment and economic prospects. These same studies indicate that children participating in preschool also are less likely to repeat a grade, have fewer teen pregnancies, are less involved in the juvenile justice system; graduate from high school at a higher rate, are more likely to have a job, and are less likely to be dependent on welfare.

Preschool saves money. Every dollar spent on preschool results in seven dollars saved -- in money not spent for remediation, welfare, unemployment and other compensatory services. In an increasingly competitive global environment, the United States cannot afford *not* to ensure that the nation's neediest children are afforded a preschool education.

Recommendations. With the Goals 2000: Educate America Act, the nation adopted the goal that "by the year 2000, all children in America will start school ready to learn." Yet, less than three years away from the year 2000, access to preschool education for our nation's neediest children is illusory. The McKinney Act mandate is clear. States are obligated to ensure that homeless children have access to public preschool. The rights of preschool age homeless children must be protected and enforced in order to make the ideal of preschool education a reality for all children. Adequate funding, compliance, and enforcement are required. To this end, the National Law Center recommends:

(1) Increased appropriations for the McKinney Act Education Program in fiscal year 1998 and continuing years, at a minimum, to the originally authorized appropriation level of $50 million.

(2) Increased appropriations for the Head Start Program in fiscal year 1998 and subsequent years to expand program capacity and access for homeless children to Head Start.

(3) Requiring all federally-funded preschool education programs to conduct outreach to increase the enrollment and the participation of homeless children.

(4) That the U.S. Department of Education monitor and vigorously enforce compliance with the McKinney Act Education Program mandates.

(5) That the U.S. Department of Health and Human Services and its regional offices closely monitor and provide technical assistance to its grantees to ensure that homeless children are given full integrated access to Head Start and all other preschool programs administered through the Department.

(6) That the United States ratify the Convention on the Rights of the Child (CRC), thereby joining all developed and developing nations (except for Somalia) in advancing the rights of children.

ACKNOWLEDGMENTS

The National Law Center gratefully acknowledges the participation of the State Coordinators of Education for Homeless Children and Youth, family shelter providers, early childhood education administrators, and Head Start Homeless Demonstration Project directors who provided information for this report. Special thanks is extended to Yvonne Rafferty, Ph.D., for her guidance in designing the survey, and Elaine A. Anderson, Ph.D., for her assistance in researching the Head Start Homeless Demonstration Project.

Blocks to Their Future is the product of a collaborative effort by National Law Center staff and interns. Law intern Georgia Deoudes provided background research on federally funded preschool programs for disadvantaged children and college intern Daniel Gerkin collected surveys and coded data.

Janice Johnson Hunter was primarily responsible for drafting and researching this report. Law intern Michael Willis researched and drafted the section on International Trends in Public Preschool Education. Maria Foscarinis provided principal editorial assistance and oversaw the early learning project. Teresa Hinze provided computer and technical report and directed the report's final production. She was joined by Heather Fuller, April Logan and Laurel Weir who assisted in the final production and distribution of the report.

Blocks to Their Future is made possible by a grant from the W. K. Kellogg Foundation. The Freddie Mac Foundation and the Washington Ethical Society also provided project support for the Law Center's efforts to ensure that homeless children nationwide have access to preschool and public school education. We are grateful for the generous support of these foundations and organizations.

TABLE OF CONTENTS

Executive Summary i

Acknowledgments vii

Table of Contents ix

I Introduction and Methodology 1

- Introduction 1
- Report Overview 3
- Preschool Defined 5

II The Problem 6

- The Impact of Homelessness on Children 6
- Barriers to Accessing Public Schools for Homeless Children 8

III National Responses to the Education Needs of Homeless Preschool Age Children 10

- The Stewart B. McKinney Homeless Assistance Act 10
- The Head Start Homeless Demonstration Project 14

IV Survey Results 16

- The Major Barriers to the Enrollment and Retention of Homeless Children in Preschool are Identified 16
- Funding is Inadequate to Meet the Preschool Needs of Homeless Children 17
- Demand for Public Preschool Enrollment Exceeds Current Availability 17
- State Coordinators Have Failed to Comply with the McKinney Act Requirement to Estimate the Number of Homeless Children and Gather Information on the Nature and Extent of the Problems Homeless Children Have in Gaining Access to Public Preschool Programs 18
- State Coordinators Have Failed to Fulfill the McKinney Act Requirement to Facilitate Coordination Between, and Develop Relationships and Coordinate With, Other State Agencies in

Order to Improve the Provision of Comprehensive Services, Including Preschool, to Homeless Children 19

- Few Homeless Children Are Enrolled in Public Preschool Programs 19
- Family Shelter Providers Attempt to Fill the Gaps Caused by the Failure of State Agencies to Ensure the Access of Homeless Children to a Free, Appropriate Public Preschool Education 20
- Despite Widespread Failure to Comply with the McKinney Act Requirements, Some Success in Increasing the Participation of Homeless Children in Public Preschool has been Identified 21

V Achievements and Challenges to National Responses for Preschool Age Homeless Children 22

- Preschool Programs Work for Homeless Children 22
- Challenges to Serving Homeless Children in Preschool Programs 24

VI National Policy Trends Impacting the Implementation of the McKinney Act Education Program 28

- State McKinney Act Education Program Plans 28
- McKinney Act Education Program Funding Appropriations 30
- The Office of Coordinator of Education for Homeless Children and Youth 31
- Shelter-Based Schools for Homeless Children 32
- The Significance of Early Childhood Education 33

VII International Trends in Public Preschool Education 37

VIII Recommendations 40

Appendix 1: Graphs and Charts A-1

Appendix 2: The Stewart B. McKinney Homeless Assistance Act A-31

Appendix 3: Funding and Appropriations Tables A-39

Appendix 4: Survey Instruments A-47

SECTION I. INTRODUCTION AND METHODOLOGY

INTRODUCTION

In a 1995 Report to Congress issued by the U.S. Department of Education, 50 States reported over 744,200 school-age children and youth who were homeless (based on 1993 figures).[1] An additional 86,534 preschool age homeless children were reported by 18 states which included this optional count, representing 31% of the homeless children and youth, pre-kindergarten through 12th grade, in those 18 states.[2] Based on these 1993 figures, the National Law Center estimates a nation-wide population of 257,548 preschool age children who are homeless.[3]

Between 1975 and 1994 the proportion of young children under age 6 living in families with incomes below 50 percent of the poverty line doubled from 6 to 12 percent.[4] Currently, over one-quarter of America's children under age 6, over 6 million children, live in poverty[5] and many of these children and families have experienced homelessness or are on the brink of homelessness. Homeless families with children now account for nearly 40 percent of the homeless population[6] with children estimated to account for 27 percent of the homeless.[7] This misery quotient is expected to

---

[1]U.S. Department of Education, Report to Congress: A Compilation and Analysis of Reports Submitted by States in Accordance with Section 722(d)(3) of the Education for Homeless Children and Youth Program, at 5-7 (July, 1995).

[2]Id. at 2.

[3]This estimate is based on 31 percent of the homeless children and youth, prekindergarten through 12th grade, in all 50 states. See also, Policy Studies Associates, Inc., An Evaluation of State and Local Efforts to Serve the Educational Needs of Homeless Children and Youth, 8, 39 (1995), hereinafter, Policy Studies Associates.

[4]National Center for Children in Poverty, News and Issues, Winter 1996-97, p. 1

[5]House Committee on Ways and Means, 1996 Green Book, 1218, hereinafter, Green Book; Eleanor Baughter and Leatha Lamison-White, Poverty in the United States: 1995, p. vi (September, 1996).

[6]U.S. Conference of Mayors, A Status Report on Hunger and Homelessness in America's Cities: 1996, p. 43 (December, 1996).

[7]Id.

increase as millions more children are impacted by the implementation of welfare reform.[8]

Homelessness and poverty generate physical, emotional, educational and developmental deprivation in children.[9] However, early interventions that provide intellectual stimulation, parental support, adequate health care, and nutrition are acknowledged by experts to mitigate the negative impacts of homelessness and poverty effectively and promote the optimal growth and development of impoverished children. Early childhood interventions can make the difference between success or failure in school and later in life.

A number of publicly-funded early intervention education programs have been launched to promote the cognitive and developmental well-being of disadvantaged, low-income preschool age children by providing such children with comprehensive educational, health, nutritional, social and other services.[10] In spite of the increasing number of children who are impoverished and homeless, the acknowledged benefits of early childhood education, and the establishment of programs designed to promote the preschool participation of disadvantaged children, nearly two-thirds of the nation's poor

---

[8]An analysis conducted by The Urban Institute in 1996 estimated that welfare reform will move 2.6 million people, including 1.1 million children, into poverty. 11 million families would lose income with an average loss of $1,000 a year in 1996 dollars once welfare reform is fully implemented. See also, National Coalition for the Homeless, America's Homeless Children, Will Their Future Be Different: A Survey of State Homeless Education Programs (July 1997), hereinafter, National Coalition for the Homeless.

[9]Ralph DaCosta Nunez, Hopes, Dreams and Promises: The Future of Homeless Children in America, at 126-127 (1994); Ellen L. Bassuk, Homeless Families, 265 Scientific American 66, 70-71 (1991); Yvonne Rafferty and Marybeth Shinn, The Impact of Homelessness on Children, 46 American Psychologist 11, 1170-1179 (November, 1991).

[10]As example, Title 1, 20 U.S.C. §2701, provides for improving the educational opportunities and meeting the special needs of educationally deprived children at preschool, elementary, and secondary levels in designated low-income areas; Individuals with Disabilities Education Act, 20 U.S.C. §1400, provides for addressing the preschool needs of disabled children aged three through five years; Head Start, 42 U.S.C. §9831, provides comprehensive early childhood development, educational, health, nutritional, social and other services to primarily low-income preschool children and their families.

children are not afforded the opportunity to attend preschool.[11] Using this overall number as a guide, of the estimated 257,548 preschool age children who are homeless, we calculate that less than 30 percent are enrolled in early childhood programs.[12]

REPORT OVERVIEW AND METHODOLOGY

The National Law Center designed this report to:

- assess the level of access and participation that homeless children have to public preschool education;
- identify the barriers that prevent their participation;
- develop policy recommendations to ensure compliance with existing law; and
- expand the participation of and access to preschool programs essential to the educational and developmental achievement of homeless children.

This preschool education monitoring report builds on the National Law Center's four earlier reports which evaluated the progress achieved regarding, as well as continued barriers to, the enrollment, attendance and success in school of homeless children in grades K-12.[13]

---

[11]See, The Annie E. Casey Foundation, Kids Count Data Book: State Profiles of Child Well-Being (1997); U.S. General Accounting Office (GAO), Early Childhood Centers: Services to Prepare Children for School Often Limited (March, 1995); GAO, Early Childhood Programs: Local Perspectives on Barriers to Providing Head Start Services (December, 1994); GAO, Early Childhood Programs: Many Poor Children and Strained Resources Challenge Head Start (May, 1994); GAO, Poor Preschool-Aged Children: Numbers Increase but Most Not in Preschool (July, 1993).

[12]National Coalition for the Homeless, supra note 8 at 3; Policy Studies Associates, supra note 3.

[13]National Law Center on Homelessness & Poverty, Shut Out: Denial of Education to Homeless Children (May 1990); Stuck At the Shelter: Homeless Children and the D.C. School System (September, 1990); Small Steps: An Update on the Education of Homeless Children and Youth

To evaluate the level of participation by homeless children in public preschool classes the National Law Center surveyed and/or interviewed State Coordinators for the Education of Homeless Children and Youth,[14] State administrators for early education programs,[15] and shelters serving homeless families,[16] A total of 93 survey responses were returned.[17] This data was then coded for analysis. Telephone follow-up with survey recipients who did not return the survey revealed that the information sought from respondents on preschool participation of homeless children was not available in many states or recipients were unaware of its availability.

In addition to the survey, the National Law Center reviewed several documents and reports for their emphasis on and inclusion of the educational needs of preschool-age homeless children, including plans submitted to the U.S. Department of Education by each state describing their educational activities carried out with federal funds, and reports submitted to the U.S. Department of Health and Human Services describing the participation of homeless children in 16 preschool demonstration projects across the nation.

Program (July, 1991); A Foot in the Schoolhouse Door: Progress and Barriers to the Education of Homeless Children (September 1995).

[14]The State Coordinators of Education, as discussed below, are mandated by the McKinney Act Education Program to ensure their State's compliance with that program.

[15]The early childhood education administrators are usually responsible for coordinating the delivery of quality, developmentally appropriate public preschool services to eligible children within their jurisdiction. In several states, the Coordinator of Education for Homeless Children and Youth and the state early education administrator returned a joint response to the survey.

[16]The provider respondents represented 49 family shelter facilities in 16 states. Thirteen were short term emergency shelters; 22 were long term transitional shelters; nine were domestic violence shelters and five were other models. Twenty-four percent provided care for less than 90 days but the majority of respondents (60 percent) served the family between 3-9 months. Seven programs provided shelter to families for over 9 months. No solely overnight shelters were included in the survey.

[17]Responses were received from all 50 states except Delaware, Hawaii, Montana, New Hampshire, and Oklahoma.

PRESCHOOL DEFINED

There are myriad programs that serve children from the ages of birth to five, often described as early child care, early child development, preschool, day care, or a combination of names such as early child care and development. These programs vary in their purpose, goals, strengths, strategies for delivering services, and target populations served. For purposes of this report the National Law Center bases its working definition of early childhood programs on a definition developed by the National Association for the Education of Young Children (NAEYC):

- *any part- or full-day group programs, in centers, homes or schools that are purposefully designed to promote children's* development *and learning in the* areas *of* intellectual, *social, emotional, language and communication, and physical development.*[18]

This definition is narrowed for our purposes to include only publicly-funded preschool promoting school readiness for children between the ages of 3 to 5 years.[19]

---

[18]National Association for the Education of Young Children (NAEYC), Position Statement on Quality, Compensation, and Affordability (Revised 1995), 51 Young Children 39 (November 1995).

[19]The David and Lucile Packard Foundation, The Future of Children, Vol. 5, No. 3, 8-9 (Winter 1995); Carnegie Corporation of New York, Years of Promise: A Comprehensive Learning Strategy for America's Children, 54-55 (September 1996).

II. THE PROBLEM

As homelessness increases among families, its negative impacts on children and strategies to mitigate them are of growing significance to communities across the nation. This section looks at the physical, developmental, and emotional impacts of homelessness on children; identifies the important role of education in their lives; and presents the barriers that routinely prevent homeless children from participating in public education programs, including preschool.

THE IMPACT OF HOMELESSNESS ON CHILDREN

Over the past decade, researchers have identified significant negative impacts of homelessness on young children including developmental delays, heightened risks to health and safety, educational underachievement, psychological and emotional turmoil, and disruptive behavior.[20] For want of a stable home, homeless children suffer:

- Loss of residence, possessions, and a sense of belonging;
- Decreased stability due to changes in schools, friends, community, services, and activities;
- Higher incidents of respiratory infections, minor skin ailments, ear infections, diarrhea, anemia, and sleep disruption;
- Hunger and poor nutrition;
- Psychological manifestations, including depression, emotional turmoil, anxiety, and behavior problems;

---

[20]R. Nunez and E. Bassuk, supra, note 9. See also, Ellen L. Bassuk & L. Rubin, Homeless Children: A Neglected Population, 57 American Journal Of Orthopsychiatry, 279-286 (1987); Mary Ann Burg, Health Problems of Sheltered Homeless Women and their Dependent Children, 19 Health and Social Work 125, 126-127 (1994); Phyllis J. Primas, et al., A Multi-Dimensional Assessment of the Health Needs of Homeless Infants and Pre-School Children in Phoenix, 2 Journal of Social Distress and the Homeless 61-72 (1993); Jean L. Wiecha, et al., Nutrition and Health Services Needs Among the Homeless, 106 Public Health Reports 364, 368 (1991).

- Developmental delays in speech, language, cognition, perception and gross and fine motor skills; and
- Educational underachievement due to barriers to enrollment, poor attendance, and lack of educational support.

Head Start, Title 1, Even Start, Comprehensive Child Development Centers, Child Care Development Block Grants, and Early Education for Children with Disabilities[21] are just a few of the education programs targeted at disadvantaged preschool aged children to mitigate the negative impacts of poverty. Their premise is that poor children can begin school on an equal basis with their more advantaged peers if they are provided with programs and services to boost their academic readiness.

Arguably the neediest of the poor, homeless children experience extreme poverty and are particularly in need of the stabilizing influence that a structured school environment, including a preschool environment, can have on their young lives. School offers stability, structure, guidance, continuity, and support that are often absent in many emergency and temporary shelter arrangements.[22]

Recent scientific research linking early environmental stimuli to cognitive, emotional, and social development in the first years of life has added pivotal weight to the importance of preschool programs, as evidenced by the White House Conference on Early Childhood Development and Learning highlighting the research.[23]

---

[21]These federal programs are designed to improve educational opportunities and increase school readiness for disadvantaged children through the use of developmentally appropriate interventions and comprehensive services to the children and families.

[22] Supra note 20, see also, Sally Koblinski and Elaine A. Anderson, Serving Homeless Children and Families in Head Start, 3 Children Today, 19, 20 (1993); Sally Koblinski, Educating Homeless Young Children, Day Care and Early Education, 24-25 (Fall, 1992).

[23]J. Madeleine Nash, Fertile Minds, Time, 48-56 (February 3, 1997) (Reporting on the brain development research conducted by Dr. Carla Shatz, a neurobiologist with the University of California at Berkeley and other leading researchers.) See also, Paul Bedard, Attention Sought on Brains of Fetuses, The Washington Times, April 17, 1997; Barbara Vobejda, Experts Describe New Research on Early Learning, The Washington Post, April 18, 1997 at A3.

BEST COPY AVAILABLE

In spite of the noted rewards from preschool education and the benefits to disadvantaged children, over 60 percent of all low-income children eligible for Head Start are not served. A 1994 U.S. General Accounting Office (GAO) report identified 34 federally funded programs where child education/development is a key component central to the program's mission and 13 of the programs targeted economically disadvantaged children from birth through age 5.[24] These multifarious programs were criticized for not operating in a more integrated fashion as well as for their failure to serve but a fraction of the target population.[25]

BARRIERS TO ACCESSING PUBLIC SCHOOLS FOR HOMELESS CHILDREN

Homeless children face significant barriers in gaining access to public schools. They are routinely denied their educational right to enroll, attend, and succeed in public schools due to:

- Requirements by States or localities that students maintain a permanent residence within the geographic boundaries of the public school which they attend. Homeless children may be barred from their original school because they no longer have a permanent residence and denied enrollment at a school near their temporary shelter on the basis that the family has not established a new permanent residence;

- Delays in transfer of school records (such as transcripts, course schedules, individual education plans), or other documentation (such as immunization records and birth certificates) between schools. This prevents prompt enrollment to a new school, particularly impacting children forced to change schools frequently as their families move from place to place seeking shelter;

---

[24]U.S. Government Accounting Office, Early Childhood Programs: Multiple Programs and Overlapping Target Groups, 3 (October, 1994). See also, GAO Reports supra at note 11.

[25]Id.

- Lack of transportation to carry homeless children to their school of enrollment from their shelter or temporary residence. This impacts not only children seeking to maintain enrollment at the school last attended, but those students at a temporary address that is outside of existing school bus routes;

- Requirements that children be enrolled in school by their parents or legal guardians, thereby preventing temporary caretakers from initiating enrollment on behalf of homeless children;

- Bureaucratic procedures such as verifications of homelessness or temporary residence;

- Disputes between school districts as to which is responsible for initiating enrollment for a homeless child. This delays enrollment and creates attendance gaps for homeless children;

- Lack of sensitivity by school personnel, administrators, and teachers to the educational needs of homeless children and the disruptions to their lives caused by homelessness;

- Failure to ensure that homeless students have access to a full complement of programs available in public school such as before and after school care, school meals, vocational and gifted and talented programs;

- Failure to ensure that homeless students are properly assessed and placed in appropriate learning settings to receive public school special educational services.

These barriers compromise the education of homeless children, resulting in academic underachievement, poor attendance, gaps in enrollment, course failure, the risk of repeating grades or dropping out, and the loss of special education placements and compensatory services.

III. NATIONAL RESPONSES TO THE EDUCATION NEEDS OF HOMELESS PRESCHOOL AGE CHILDREN

The negative impacts of homelessness on children and the barriers that compromise their access to public education have not gone unheeded. Two federal responses have been launched to ensure the enrollment, attendance and success in school of homeless children, including preschool-age children. A review of these programs, the Stewart B. McKinney Homeless Assistance Act education program, enacted by Congress, and the Head Start Homeless Demonstration Project, an agency-led response to the educational needs of homeless children, follows.

THE STEWART B. MCKINNEY HOMELESS ASSISTANCE ACT[26]

Responding to the many barriers to public education faced by homeless children disadvantaged by frequent changes in residence, in 1987 Congress enacted specific education mandates in the landmark Stewart B. McKinney Homeless Assistance Act, comprehensive legislation designed to provide emergency assistance to homeless persons. Title VII-B of the McKinney Act, Education for Homeless Children and Youth, sought to eliminate barriers to enrollment and attendance in school and mandated that homeless children have access to a free, appropriate public education as provided to all other children. Formula grants were authorized under the statute to assist States in implementing this mandate.

In 1990 and 1994, major improvements further defined the Act. Of particular note to this report, under the authority of the Improving America's Schools Act of 1994,[27] Congress clarified and strengthened the language in the McKinney Act education program to ensure that preschool children have "equal access to the same

---

[26]The Stewart B. McKinney Homeless Assistance Act, Pub. L. No. 100-77, Title VII-B, 101 Stat. 482, 525 (1987), amended by, the Stewart B. McKinney Homeless Assistance Amendments Act of 1990, Pub. L. No. 101-645, 104 Stat. 4673, 4735 and the Improving America's Schools Act of 1994, Pub. L. No. 103-382, 108 Stat. 3519, 3957 (codified as amended at 42 U.S.C. §§11431-35 (1994)).

[27]Id.

free, appropriate public education, including a public preschool education, as provided to other children,"[28] and authorized that McKinney grant funding and resources of the Office of State Coordinator be utilized to enable homeless preschool children to enroll, attend, and succeed in preschool.[29]

The McKinney Act does not attempt to create another, separate school program for the benefit of homeless children.[30] Rather, the goal is to protect the rights of homeless children to participate in existing public education programs to which they are entitled and to direct the states to remove all barriers that prevent participation by children who are homeless.

Pursuant to the requirements of the McKinney Act, State and local educational agencies must develop, review and revise laws, regulations, practices, and policies which are barriers to the enrollment and retention of homeless children and youth in school.[31] Moreover, states and localities are required to:

- Ensure homeless children access to education at the school last attended or at the school serving the attendance area in which they are residing based on the best interest of the student;[32]
- Ensure homeless children access to comparable services including transportation, special education, vocational education, school meals, and programs for talented and gifted students;[33] and
- Coordinate with local social service agencies and other agencies or programs providing services to homeless children and their families.[34]

---

[28]42 U.S.C. §11431(1).

[29]42 U.S.C. §11432(d); 42 U.S.C. §11432(f).

[30]42 U.S.C. §§11431(3); 11432(g)((1)(H); 11433(a)(2).

[31]42 U.S.C. §11431(2).

[32]42 U.S.C. §11432(g)(3).

[33]42 U.S.C. §11432(g)(4).

[34]42 U.S.C. §11432(g)(6).

The McKinney Act requires States receiving McKinney education grants to establish an Office of Coordinator of Education of Homeless Children and Youth in the State educational agency.[35] Currently, all states have an Office of Coordinator charged with ensuring that the State complies with the McKinney requirements, monitoring local education agencies for compliance, gathering and reporting on the State's success and problems in implementing the McKinney Act Education Program and protecting the educational rights of homeless children.

The McKinney Act education program has succeeded in removing many of the school-based barriers to the education of homeless children in grades K-12 in those local school districts receiving McKinney education program funding.[36] As example, almost all states have revised their laws, regulations, and policies to improve access to education for homeless children.[37] Immunization and guardianship requirements, while not set aside entirely, are administered with increased flexibility for homeless children.[38] Moreover, the statute has served to increase public awareness of the educational needs of homeless school-age children and youth, sensitized school administrators, teachers and personnel to the needs of homeless children, and provided legal advocates with a tool for protecting the educational rights of homeless children and youth.

In spite of these achievements, it is conservatively estimated that twenty-three percent of homeless school-age children are still not enrolled in school.[39] Barriers still

---

[35]42 U.S C. §§ 11432(d)(3) and 11432(f). The State education agency (SEA) is a state board of education or other agency or office primarily responsible for the supervision of public elementary and secondary schools in a state.

[36]National Association of State Coordinators for the Education of Homeless Children and Youth, Making the Grade: Challenges and Successes in Providing Educational Opportunities for Homeless Children and Youth, (January 1997), hereinafter, NASCEHCY; National Law Center on Homelessness & Poverty, A Foot in the Schoolhouse Door: Progress and Barriers to the Education of Homeless Children, (September 1995), hereinafter, A Foot in the Schoolhouse Door; Policy Studies Associates, supra note 3; National Coalition for the Homeless, supra note 8.

[37]A Foot in the Schoolhouse Door and Policy Studies Associates, supra note 36.

[38]Id.

[39]U.S. Department of Education, supra note 1 at 2.

remain that restrict the enrollment and attendance in school of homeless children and youth -- local education agencies fail to conduct best interest determinations, homeless students are not provided transportation to and from their school of origin, and enrollment is refused or delayed due to immunization requirements or lack of records.[40]

Litigation has twice enforced the rights of homeless children and youth to enroll, attend, and succeed in public school pursuant to the McKinney Act. In Lampkin v. District of Columbia,[41] the U.S. Court of Appeals for the District of Columbia Circuit ruled in a landmark decision that homeless children have enforceable rights under the Act. This case resulted in the first ruling in which a federal court ordered a local government to comply with Title VII-B of the McKinney Act.[42]

Salazar v. Edwards,[43] filed in the Cook County Circuit Court by the Legal Assistance Foundation of Chicago on behalf of homeless children in Chicago nearly five years ago, was initially dismissed by the court, but the authority of the Lampkin decision prompted an eventual settlement in November, 1996, with Chicago Public Schools agreeing to eliminate school enrollment barriers for thousands of homeless children living in Chicago and close a Chicago "shelter school" where homeless children were segregated.[44]

---

[40]See generally, A Foot in the Schoolhouse Door and Policy Studies Associates, supra note 36; Public Justice Center, Inc., A Dream Deferred: A Report on Barriers to Education for Homeless Children and Youth in Maryland (September 1996).

[41]Lampkin v. District of Columbia, Civ. No. 92-0910, slip op. at 14-15, 1992 WL 151813 (D.D.C. June 9, 1992), rev'd., 27 F.3d 605 (D.C. Cir. 1994), cert. denied. --- U.S. ---, 115 S.Ct. 578, 130 L.Ed.2d 493 (1994), enforced, 879 F. Supp. 116 (D.D.C. March 7, 1995), dissolved, slip op. --- (D.D.C. May 4, 1995).

[42]Id. Rather than comply with the court's order the District of Columbia withdrew its participation in the McKinney Act Education Program and returned the unspent portion of its 1994 McKinney funds to the U.S. Department of Education. This forced the court to dissolve the injunction requiring educational services to homeless children, but the Court did not vacate the order itself, in the event that the District reapplies for McKinney Funds.

[43]Salazar v. Edwards, No. 92-CH-5703 (Ill. Cir. Ct., 1992).

[44]Settlement Agreement and Stipulation to Dismiss, Salazar v. Edwards, 92-CH-5703 (Ill. Cir. Ct., Nov. 21, 1996).

THE HEAD START HOMELESS DEMONSTRATION PROJECT

Recognizing its failure to reach homeless preschool age children, in 1992 the U.S. Department of Health and Human Services, Administration on Children, Youth and Families, issued a guidance document to promote recruitment and enrollment of homeless children into Head Start.[45] The following year, a 36 month Head Start Demonstration Project to Serve Homeless Families was launched.[46] Three million dollars in competitive grants was made available to 16 demonstration sites to enable programs to serve additional homeless children and their families and to assist in developing models of effective service delivery.[47]

Citing the benefits of Head Start and noting that homeless children "are particularly vulnerable and need the services that a Head Start program can offer," the Head Start Bureau challenged program grantees to target enrollment of homeless children and families.[48] With the Migrant Head Start program as a model, coupled with the grantees' experiences with homeless children, ten program components were offered for maximizing the Head Start experience for homeless children.

Head Start is the most comprehensive publicly-funded early childhood development program model for low-income families in the United States today[49] providing a wide range of services to low income[50] children ages 0-5[51] and their

---

[45]U.S. Department of Health and Human Services (HHS), Administration on Children, Youth and Families, Information Memorandum, ACF-IM-92-12, June 5, 1992.

[46]U.S. Department of Health and Human Services, Administration on Children, Youth and Families, Program Instruction, ACYF-PI-93-08, ACF, May 5, 1993.

[47]Demonstration projects were funded in Phoenix, Arizona; Oakland, California; Washington, D.C.; Chicago, Illinois; Cedar Rapids, Iowa; Lexington, Kentucky; Baltimore, Maryland; Boston, Massachusetts; Minneapolis, Minnesota; Reno, Nevada; Brooklyn, New York; Elmsford, New York; Columbus, Ohio; Seattle, Washington; Aberdeen, Washington; and Madison, Wisconsin.

[48]Information Memorandum, ACF-IM-92-12, supra note 45.

[49]Head Start Act, Omnibus Budget Reconciliation Act of 1981, Title VI, Subtitle A, Chapter 8, Subchapter B, P.L. 97-35, amended by, Human Services Amendments Act of 1994, P.L. 103-252 (codified as amended at 42 U.S.C. 9801 et seq.). See also, Green Book, supra note 5 at 654.

[50]The eligibility guidelines require that at least 90 percent of children served by Head Start be in families with incomes at or below the poverty line. Head Start families typically have incomes of

families, including cognitive and language development; medical, dental, and mental health services; and nutrition and social services. Since its inception over 31 years ago Head Start has served over 16 million children.[52] President Clinton has pledged to increase participation in Head Start by the year 2000 to benefit 1 million children a year while infusing a $324 million increase in funding over the fiscal year (FY) 1997 funding level.[53] In 1996, over 752,000 children were served in Head Start.[54]

The three-year homeless demonstration projects and designated funding ended September 30, 1996. The projects were transferred to the jurisdiction of the regional Head Start offices for funding through the regular grant process for FY 1997.[55] This devolution was intended to integrate the homeless families project concept of services into the total Head Start program, so that all homeless preschool age children and their families enrolled in Head Start would benefit from this service delivery design.[56]

---

less than $12,000 per year (77%) while nearly 62 percent have incomes of less than $9,000 per year.

[51]While Head Start serves children ages 0-5 over 90 percent of the children enrolled are 3 - 4 years of age.

[52]U.S. Department of Health and Human Services, Administration on Children, Youth and Families (ACYF), Head Start Statistical Fact Sheet, February 1997.

[53]U.S. Department of Housing and Urban Development, The State of the Cities, 58 (June 1997).

[54]Id.

[55]Memorandum from the Commissioner, U.S. Department of Health and Human Services, Administration on Children, Youth and Families, to Regional Administrators (June 9, 1996); Letter from the Commissioner, U.S. Department of Health and Human Services, Administration for Children, Youth and Families to Homeless Families Grantees (June 14, 1996).

[56]Id.

BEST COPY AVAILABLE

IV. SURVEY RESPONSES AND MAJOR FINDINGS

Surveys were returned by 93 respondents including State Coordinators of Education for Homeless Children and Youth, early childhood education administrators, and family shelter providers who answered questions regarding the enrollment and attendance of homeless preschool age children in public preschool. A summary of major survey findings and indicators follows.[57] Section V will address how these findings impact the access of homeless children to public preschool programs.

1. MAJOR BARRIERS TO THE ENROLLMENT AND RETENTION OF HOMELESS CHILDREN IN PRESCHOOL ARE IDENTIFIED.[58] (See Appendix 1, Chart 1.)

Of all respondents:

- 72 percent identified a lack of transportation as an obstacle.
- 60 percent identified a lack of available preschool programs.
- 60 percent identified transiency of homeless families.
- 60 percent identified parents not being informed of their children's rights.
- 54 percent identified lack of coordination between service providers.
- 50 percent identified lack of immunizations records.
- 48 percent identified lack of birth certificate documentation.
- 46 percent identified residency requirements.

---

[57]Totals may exceed 100 percent in some instances due to rounding.

[58]Respondents could identify an obstacle as not a problem, a minor problem, a major problem, or don't know. For purposes of the discussion both minor and major problems have been identified as a problem.

2. FUNDING IS INADEQUATE TO MEET THE PRESCHOOL NEEDS OF HOMELESS CHILDREN. (See Appendix 1, Charts 2 and 3.)

- Nearly 70 percent of all respondents indicated that current federal, state, and local funding was inadequate to meet the preschool needs of homeless children.
- 70 percent of State Coordinators indicated that little or no McKinney Act Education grant funding was available to meet the preschool needs of homeless children.

3. DEMAND FOR PUBLIC PRESCHOOL ENROLLMENT EXCEEDS CURRENT AVAILABILITY. (See Appendix 1, Charts 4 and 5.)

- Nearly 80 percent of all respondents noted that public preschool programs have waiting lists with waiting time varying from less than 30 days to more than 12 months. Specifically:
  - 33 percent of all respondents estimated that preschool eligible children are wait-listed for up to six months.
  - 13 percent of all respondents estimated that children are wait-listed for up to one year.
  - 13 percent of all respondents estimated that children are wait-listed for more than a year.

4. STATE COORDINATORS HAVE FAILED TO COMPLY WITH THE MCKINNEY ACT REQUIREMENT TO ESTIMATE THE NUMBER OF HOMELESS CHILDREN AND GATHER INFORMATION ON THE NATURE AND EXTENT OF THE PROBLEMS HOMELESS CHILDREN HAVE IN GAINING ACCESS TO PUBLIC PRESCHOOL PROGRAMS.

- Over 70 percent of the State Coordinators[59] and early education administrators were unable to estimate the number of homeless children eligible for public preschool programs in their states.
- Two-thirds of the State Coordinators indicated that they had little or no information on the extent of the problems homeless children face in accessing preschool. Moreover, they indicated no direct involvement in the enrollment and participation of homeless children in public preschool education programs.
- Over 66 percent of all respondents indicated that there is little reliable data in their states on the numbers and needs of homeless children in preschool.

---

[59]A few states, such as Missouri, have specifically surveyed the numbers and educational needs of homeless children including preschool-age children. Under the McKinney Act the Office of State Coordinator is mandated to "estimate the number of homeless children and youth in the state and the number...served...under the grant" as well as "gather, to the extent possible, ...comprehensive information on the nature and extent of the problem homeless children have in gaining access to public preschool programs...." 42 U.S.C. § 11432(f). The U.S. Department of Education will be collecting data from the states to prepare a report to Congress mandated for December, 1997 (42 U.S.C. §§ 11432(f)(4), 11434(f)).

5. STATE COORDINATORS HAVE FAILED TO FULFILL THE MCKINNEY ACT REQUIREMENT TO FACILITATE COORDINATION BETWEEN, AND DEVELOP RELATIONSHIPS AND COORDINATE WITH, OTHER STATE AGENCIES IN ORDER TO IMPROVE THE PROVISION OF COMPREHENSIVE SERVICES, INCLUDING PRESCHOOL, TO HOMELESS CHILDREN. (See Appendix 1, Chart 6.)

- 100 percent of State Coordinators, were aware of the McKinney Act Education mandates for preschool-age children.
- However, 70 percent of State Coordinators reported little emphasis placed on the enrollment of homeless children in preschool.
- 61 percent of all other respondents were aware of the McKinney Act preschool mandates.

6. FEW HOMELESS CHILDREN ARE ENROLLED IN PUBLIC PRESCHOOL EDUCATION PROGRAMS. (See Appendix 1, Chart 9.)

Among State Coordinators and early education administrators responding to the survey:

- 30 percent estimated that few or no homeless children were enrolled in preschool.
- 5 percent indicated that most homeless children are enrolled in preschool in their state.
- However, 45 percent of these respondents indicated that they did not know the enrollment of homeless children in preschool.

The family shelter respondents represented 1,500 children and youth. 42 percent, or nearly 700, were preschool ages 3-5. Among family shelter providers:

- Nearly 50 percent indicated that few or none of their eligible residents were enrolled in preschool. These shelters represented 54 percent of the children age 3-5 in our sample.

- 32 percent indicated all or most of their eligible residents were enrolled in preschool. These shelters represented 32 percent of the children age 3-5 in our sample.

7. **FAMILY SHELTER PROVIDERS ATTEMPT TO FILL THE GAPS CAUSED BY THE FAILURE OF STATE AGENCIES TO ENSURE THE ACCESS OF HOMELESS CHILDREN TO PUBLIC PRESCHOOL EDUCATION.** (See Appendix 1, Charts 7 and 8.)

- 70 percent of the family shelter providers indicated that they give limited assistance to resident families to enroll children in preschool.
- Only 43 percent of family shelter providers could identify any public administrator or official who assisted them or the families with enrollment of children in preschool.
- 65 percent of family shelter providers indicated that few or none of their preschool age residents were enrolled in preschool prior to entering the shelter.
- While only 24 percent of all providers had a preschool program at the shelter site, these programs represented 64 percent of all providers who indicated that all or most of their residents attended preschool.
- Removing the respondents with on-site programs from our sample, of the remaining providers, 8 percent had all or most of their children enrolled in preschool and nearly 70 percent had few or none enrolled.
- 83 percent of the providers indicating that few or none of their residents attended preschool did not have a preschool program at the shelter site.

8. DESPITE WIDESPREAD FAILURE TO COMPLY WITH THE MCKINNEY ACT REQUIREMENTS, SOME SUCCESS IN INCREASING THE PARTICIPATION OF HOMELESS CHILDREN IN PUBLIC PRESCHOOL HAS BEEN IDENTIFIED.

- Nearly 40 percent of all respondents noted an increase in the number of homeless children participating in public preschool programs since 1994 when the McKinney Act clarified the right of homeless children to access public preschool education.
- These respondents attributed increases in enrollment to growing numbers of homeless children (64 percent) and outreach efforts (56 percent).[60]
- 33 percent of all respondents noted no increase and 30 percent of respondents could not answer.

[60]Totals over 100 percent because respondents checked more than one response.

V. ACHIEVEMENTS AND CHALLENGES TO NATIONAL RESPONSES FOR PRESCHOOL AGE HOMELESS CHILDREN

Strides have been made in the enrollment and participation of homeless children in public preschool programs. Moreover, preschool programs have made a positive difference in the lives of homeless children. This section examines how the findings impact on these children's participation and the challenges that continue to thwart the implementation of successful education strategies for all homeless children, including lack of available programs, lack of transportation, transiency and lack of parental involvement.

PRESCHOOL PROGRAMS WORK FOR HOMELESS CHILDREN

The number of homeless children accessing public preschool programs needs significant improvement, but homeless children and their families are benefiting from public preschool programs. Strategies which have been used successfully to reach homeless children include outreach to homeless families; development of service systems that promote and encourage homeless families to seek enrollment; screening families at the shelter to identify preschool eligibility and giving priority to these children; and using parent-child advocates to assist the family with enrollment, including the compilation of required documents. These strategies have proven their worth in many areas of the country.

A review of 13 of the Head Start Demonstration Projects' interim and final reports showed that this focused approach to the recruitment and enrollment of homeless children in preschool afforded some benefits and served as a means to implement the McKinney Act education mandates for preschool-age children.[61] The Demonstration Projects initiated strategies to:

---

[61]Reports were reviewed from all demonstration project sites, supra note 47, except for Chicago, Illinois; Lexington, Kentucky; and Reno, Nevada.

- Recruit and retain homeless students and increase participation in Head Start by homeless children;
- Collaborate and link community resources;
- Establish mental health components for families and staff and priority health screenings for homeless children;
- Develop parental involvement in the Head Start program;
- Achieve flexible program hours to accommodate the needs of homeless families.

Participation in preschool programs helps to stabilize homeless children and add structure to their lives. As example, among the Head Start Homeless Demonstration Programs, initially homeless children were found to have more developmental delays, as compared to their housed peers, and exhibited more behavior problems such as withdrawal, shyness, major separation anxiety, short attention span, flat affect, aggression, hoarding, and demanding/attention-seeking behavior.

Significant improvements were noted by teachers in the learning and behavior of homeless children during the time of enrollment. As example, "children appeared more rested and less anxious about eating after spending a month or longer in Head Start;" noticeable "increases in vocabulary, expressive language and gross and fine motor skills" were observed; and the longer children remained in attendance they were less aggressive and behavior problems diminished.

Not only did the children benefit, but the parents of the homeless children participating in Head Start also experienced some gain from involvement with the program in three ways -- short term goals were achieved, such as participation in job training programs or counseling sessions; parents experienced a reduction in parenting stress; and they experienced a reduction in family needs.

CHALLENGES TO SERVING HOMELESS CHILDREN IN PRESCHOOL PROGRAMS

Despite the implementation of focused strategies, barriers continue to impede the success of increasing the enrollment and attendance of homeless children in preschool programs, including lack of transportation; transiency of families; lack of available preschool programs/slots; lack of flexible enrollment and class scheduling for programs (i.e., full-day/full-year versus part-day/school year); inadequate staff training; lack of collaboration or cooperation between community agencies; and shortages in community resources, especially with respect to community mental health services for families and children.

Survey respondents, asked to offer their opinion as to the greatest barriers to the preschool enrollment of homeless children, identified (1) the lack of preschool programming to meet the demand; (2) transiency of homeless families; and (3) lack of transportation. Not surprisingly, the barriers identified above closely match the barriers to enrollment of homeless children and youth in grades K-12 reported in A Foot in the Schoolhouse Door. In this 1995 report, State Coordinators identified transportation, transiency, delayed transfer of school records, residency requirements and lack of parental support as the greatest barriers to accessing elementary and secondary school for homeless children and youth.[62] Unlike the data on school-age children, however, a substantial number of state coordinators and early education administrators were unable to assess the impact of specific obstacles as barriers to participation in public preschool programs by homeless children. A discussion of major barriers identified through the survey responses follows.

THE DEMAND FOR PUBLIC PRESCHOOL ENROLLMENT EXCEEDS PROGRAM AVAILABILITY

There are more public preschool eligible children than there are classroom spaces. (See Appendix 1, Chart 10). Without adequate funding public preschool programs have been unable to meet the increasing demand for full-time/full-year

[62] A Foot in the Schoolhouse Door, supra note 36 at 36.

preschool programs. Waiting lists are particularly pronounced for full-day programs as well as those programs tied to elementary schools where siblings may be in attendance. Adequate funding is unavailable to expand space, facilities, equipment and supplies, as well as to meet staffing requirements and provide continuing education for staff and parents.

Homeless families are often resigned to moving from shelter to shelter due to strict time limits on their length of stay, or families must rely on short stays with relatives and friends for shelter. This lack of residential stability is a barrier to enrollment because, due to the lack of program capacity, many preschool programs, such as Head Start, have exacting sign-up periods and waiting lists.

Additionally, preferences are often given to those children in geographic proximity to the preschool center, or to those children who have been on the waiting list longest. Homeless children are particularly disadvantaged because their families may arrive at shelters at any time of the year and their need for preschool enrollment is immediate.

One provider noted that "often it is necessary to put a child's name on a waiting list a year in advance." Another acknowledged that being wait-listed was no guarantee that a child would ever be placed in preschool. To illustrate, the Head Start Demonstration projects were challenged by a significant unmet demand for services -- the number of homeless children eligible for Head Start enrollment and services in most areas far exceeded the number that could be served due to limited funding capacity. Additionally, community service agencies, already strained by burgeoning needs, were cited as being unavailable to respond promptly to service requests on behalf of homeless children and families.[63] Respondents offered that if services could be better coordinated, gaps in availability as well as overuse of service systems could be identified and corrected.

---

[63]See, National Coalition for the Homeless supra note 8 at 3; General Accounting Office, Early Childhood Centers: Services to Prepare Children for School Often Limited (March 1995); General Accounting Office, Early Childhood Programs: Local Perspectives on Barriers to Providing Head Start Services (December 1994); General Accounting Office, Early Childhood Programs: Many Poor Children and Strained Resources Challenge Head Start (May 1994).

THE LACK OF TRANSPORTATION DIMINISHES THE ACCESS OF HOMELESS CHILDREN TO PRESCHOOL

Lack of funding contributes to an unmet need for transportation. Both survey respondents and Head Start Demonstration Project evaluations reported that transportation permeates practically every dimension of the program from enrollment to attendance to assessment to self-help efforts of parents. (See Appendix 1, Chart 11.) Children are frequently unable to get to and from the preschool center and the level of parental involvement is diminished because transportation is unavailable. Additionally, respondents noted that without transportation it is difficult for parents and children to connect with other mainstream services such as health care, counseling, housing, training, and employment opportunities.

TRANSIENCY AND LACK OF PARENTAL INVOLVEMENT DIMINISHES RETENTION OF CHILDREN IN PRESCHOOL PROGRAMS

Transiency of families who are homeless requires that services and contacts be made quickly and efficiently. However, lack of funding contributes to the inability to hire adequate case management staff to coordinate services, build collaborative networks, and engage parents.

Children continue to experience enrollment delays in public preschool programs because immunization records or birth certificates are unavailable. While some preschool programs or other service providers may assist families with these procedures, more often a family is left to its own devices. Due to the many concerns competing for a parent's attention within a very short timeframe, educational goals and expectations for preschool age children are often overlooked.

Involved and informed parents are considered central to a positive preschool experience for homeless children. Respondents suggested that if parents were better informed as to their children's educational rights, preschool education might take on a greater significance for homeless families. It is significant to note that parental development and involvement was an important component of the Head Start

Homeless Demonstration Project and has been a hallmark of the Head Start program since its inception.

THE LACK OF INFORMATION ON HOMELESS CHILDREN IN PRESCHOOL SUGGESTS NON-COMPLIANCE WITH THE MCKINNEY ACT EDUCATION MANDATE

The unavailability of data on the preschool enrollment of homeless children strongly suggests a gap in the efforts of state and local jurisdictions to identify and respond to the needs of homeless preschool-age children for quality, developmentally-appropriate preschool programs. A 1995 evaluation of the McKinney Act education program noted that "ensuring access to education services such as Chapter 1, Head Start, and special education did not appear to be a high priority activity."[64] This lack of information by both the state agencies charged with assessing 'the need for and developing programs to benefit disadvantaged children's access to preschool, as well as the state office charged with ensuring a state's compliance with the McKinney Act Education Program mandates, suggests non-compliance with the McKinney statute. Clearly, the lack of emphasis and attention to the needs of the nation's most vulnerable children continues. This was appropriately interpreted by several respondents to suggest "a need to focus on the preschool effort."

---

[64]Policy Studies Associates supra note 3 at 37-39, 37.

VI. NATIONAL POLICY TRENDS IMPACTING THE IMPLEMENTATION OF THE MCKINNEY ACT EDUCATION PROGRAM

Several components have been identified by the National Law Center as key to the success or failure of providing equal educational opportunity for all homeless children. The relationship of these components -- the McKinney Act education plans, federal appropriations for the McKinney Act, the Office of Coordinator of Education for Homeless Children and Youth, and shelter-based schools -- to the McKinney Act education objectives and national preschool goals are briefly analyzed below.

STATE MCKINNEY ACT EDUCATION PROGRAM PLANS

States seeking grant funding for the McKinney Act education program are required to submit detailed plans to the U.S. Department of Education as to how the educational goals of the Act will be accomplished.[65] This plan serves as a state's blueprint for compliance with the McKinney Act education program. Prior to 1995, participating states submitted separate, individual plans for a number of Department of Education administered programs, including the McKinney Act education program, Title I, Even Start, and Migrant Education. The enactment of the Improving America's Schools Act in 1994 authorized the U.S. Department of Education to allow states to draft consolidated state education plans in order to develop integrated, coordinated strategies for serving the educational needs of at-risk children and youth.[66]

Consolidated state planning removed the requirement to submit numerous, individual, program-specific plans to the Department of Education. With the goals of maximizing federal dollars and coordinating the delivery of educational services to all students, most states opted to submit consolidated state plans.[67] It is significant to

---

[65]42 U.S.C. §11432(g).

[66]Center for Law and Education, Consolidated State Planning: School Reform at Risk (April 1996); U.S. Department of Education, Preliminary Guidance for the Education for Homeless Children and Youth Program (June 1995).

[67]In 1995, 41 states consolidated their McKinney plans and nine states submitted individual McKinney Education plans. Preliminary figures for 1996 show 43 states consolidating McKinney

note, however, that consolidated planning does not relieve a state from its responsibility to meet all statutory and regulatory requirements of a specific program.

In an earlier report, A Foot in the Schoolhouse Door,[68] the National Law Center reviewed the 1995 preliminary consolidated state plans[69] and reported that while the goals of consolidated planning are laudable, in practice, the consolidated plans substituted the detailed program objectives found in individual plans with very general goals and objectives. More than 75 percent of the 1995 preliminary consolidated plans failed to address the specific educational needs of homeless children or provide details on how the needs of homeless children would be met.[70]

Our current review of 43 finalized consolidated state plans in 1996 revealed disturbingly similar results. Program specific mandates, goals, and objectives as detailed in the McKinney Act Education Program[71] continued to be absent in over 75 percent of the plans. Homeless children are summarily packaged as "disadvantaged students" served by "federally supported programs" in over half of the plans reviewed.

In contrast, the review of plans for those states opting to develop individual McKinney plans evidenced greater detail on the specific mandates of McKinney and meeting the educational needs of homeless children and youth. Arkansas, Connecticut, Georgia, Pennsylvania, Tennessee, Utah, and Wyoming have not yet consolidated McKinney, choosing instead to submit a separate plan. Illinois submitted an individual plan in 1995 but included McKinney in the consolidated plan in 1996.

---

plans and seven states continuing to develop individual plans. The District of Columbia withdrew its participation in the McKinney Act Education Program in the spring of 1995.

[68] A Foot in the Schoolhouse Door, supra note 36 at 33-36.

[69] The state plans were evaluated based on the U.S. Department of Education's Preliminary Consolidated State Plan Instructions and the requirements under the McKinney Act Education Program, 42 U.S.C. §11432.

[70] A Foot in the Schoolhouse Door, supra note 36 at 34 and Center for Law and Education, supra note 66.

[71] 42 U.S.C. §§ 11432 and 11433.

This trend toward consolidation suggests that the issues and interests specific to the education of homeless children and youth, including the needs of preschool age homeless children, are being diminished. Moreover, the specific mandates of the McKinney Act education program designed to enhance the delivery of educational services of homeless children are neglected in the context of the overall state education goals. State Coordinators of Education for Homeless Children and Youth in participating states are mandated to carry out the state plans, yet as presently drafted, consolidated education plans provide little guidance on the particular educational needs of homeless students.

Of 38 State Coordinators giving their opinion on consolidated planning in 1995, 29 approved of the consolidation as a way to foster better coordination with other programs and increase awareness about the needs of homeless children. However, five coordinators, though acknowledging the potential benefits of consolidation, worried that the particular needs of homeless children might be obscured by the more general needs of the student population.[72] Our review of the plans in 1996 validates the observation of one State Coordinator that consolidation "sounded good in theory but in practice led to a watered down document that is so generic that it is meaningless."[73]

MCKINNEY ACT EDUCATION PROGRAM FUNDING APPROPRIATIONS

It is significant that federal funding has never reached the originally authorized appropriation level of $50 million though the number of homeless children and youth has continued to climb.[74] Presently, the minimum grant to states is $100,000.[75] While six states currently receive over $1 million in McKinney Education funds, the average

---

[72] A Foot in the Schoolhouse Door, supra note 36 at 39-40.

[73] Id.

[74] National Coalition for the Homeless supra note 8; National Association of State Coordinators for the Education of Homeless Children and Youth, Making the Grade: Challenges and Successes in Providing Educational Opportunities for Homeless Children and Youth (January 1997); A Foot in the Schoolhouse Door, supra, note 36 at 11.

[75] 42 U.S.C. §11432(c)(1). The minimum grant amount was increased from $50,000 to $100,000 in the 1994 reauthorization statute.

award is only between $200,000 - $400,000. (See Appendix 3.) Compared with other federal education aid to states, McKinney funding is minimal. As noted above, with a conservative estimate of over 744,266 homeless school-age children and youth reported in 1995, the FY 1997 McKinney Education program appropriation of $25 million averages out to less than $34.00 a year per homeless school-age child. If the estimated population of homeless preschool-age children is included, the funding averages less than $25.00 per child. Clearly, the McKinney Education Program's small size and inadequate funding has impeded nationwide success in implementing enrollment of every homeless child in school, including preschool.[76]

THE OFFICE OF COORDINATOR OF EDUCATION OF HOMELESS CHILDREN AND YOUTH

The McKinney Act requires that States receiving McKinney Education grants establish an Office of Coordinator of Education of Homeless Children and Youth in the State educational agency.[77] Currently, all states have an Office of Coordinator charged with implementing the mandates of the McKinney Act Education Program. Each State Coordinator of Education of Homeless Children and Youth has a pivotal role in ensuring that the State complies with the McKinney requirements, monitoring local education agencies for compliance, gathering and reporting on the State's success and problems in implementing the McKinney Act education program, and protecting the educational rights of homeless children.

The position of State Coordinator is typically a part-time responsibility fulfilled by a full-time staff member usually working on a range of education programs focused on at-risk populations.[78] As documented in a 1995 evaluation sponsored by the U.S. Department of Education, less than 32 percent of state coordinators devoted 35 or

---

[76]Appropriations for the McKinney Act Education Program since its enactment in 1987 can be found at Appendix 3.

[77]42 U.S.C. §§ 11432(d)(3) and 11432(f). The State education agency (SEA) is a state board of education or other agency or officer primarily responsible for the supervision of public elementary and secondary schools in a state.

[78]Policy Studies Associates, supra note 3 at 28.

more hours per week to the responsibilities as coordinator of education for homeless children and youth, while 44 percent worked 20 or fewer hours per week in the capacity of coordinator.[79]

The competing interests in time and resources and the limited funding available to the States to disburse as subgrants to local school districts mean that those local school districts without McKinney subgrants receive little attention from the State Coordinators. State Coordinators have explained that they are often unaware of non-compliance with the McKinney Act Education Program unless there is a complaint.[80]

The 37 State Coordinators responding to our survey represent over 9,800 local education agencies, yet fewer than three hundred of these local school districts received McKinney subgrants. Nationwide, less than three percent of all local school districts receive McKinney Education subgrants.[81] (See Appendix 1, Chart 12.)

SHELTER-BASED SCHOOLS FOR HOMELESS CHILDREN

Contravening the McKinney Act Education Program policy that "homelessness alone should not be sufficient reason to separate students from the mainstream school environment"[82] and the requirement that state and local educational agencies "adopt policies and practices to ensure that homeless children and youth are not isolated or stigmatized,"[83] some local school districts sponsor or give tacit approval to shelter-based or transition schools for the education of homeless children and youth.[84]

---

[79]Id.

[80]Policy Studies Associates, supra note 3 at 40.

[81]NASCEHCY, supra note 36 at 5.

[82]42 U.S.C. §11431(3).

[83]42 U.S.C. §11432(g)(1)(H).

[84]Stanley S. Herr, Children Without Homes: Rights to Education and to Family Stability, 45 U. Miami L. Rev. 337 (1991); George E. Pawlas, Homeless Students at the School Door, 51 Educational Leadership 79, 80 (May, 1994); Policy Studies Associates, supra note 3 at 67-68.

Shelter-based schools separate homeless children from their housed peers attending public schools and perpetuate the isolation and lack of community connection that homeless families often experience. Moreover, shelter-based schools bar homeless children's participation in a full complement of services and programs available through community-based public schools. Separate programs deprive homeless children of the recognized benefits of mainstreaming.[85] The misguided reliance of some local school districts on shelter-based schools evades compliance with the McKinney Act mandates and denies the rights of homeless children and youth to "equal access to the same free, appropriate public education, including a public preschool education, as provided to other children and youth."[86] (See Appendix 1, Chart 13.)

It is important to note that the reports from the Head Start Demonstration Projects suggest that homeless preschool students who participated in a mainstream classroom "did better at the end of their Head Start stay than did those who stayed in the homeless Head Start Classroom." One demonstration site noted that the student's academic performance was consistently rated better by the mainstream classroom teacher and that personal adjustment was also rated as improved. Though the sample was small, the evaluation report concluded that mainstreaming homeless children had a beneficial effect.

THE SIGNIFICANCE OF EARLY CHILDHOOD EDUCATION

The care of preschool-age children outside of the home by non-related caretakers is an issue of increasing significance in the United States today. Over the last 30 years, growing evidence from research and experience has established that quality preschool education provides valuable preparation for early educational success in school as well as later in life.[87] Moreover, recent breakthroughs in neurological

---

[85]Policy Studies Associates, supra note 3 at 67-68.

[86]42 U.S.C. §11431(1).

[87]See generally, Carnegie Corporation of New York, supra note 19 at 60-61; David and Lucile Packard Foundation, supra note 19 at Statement of Purpose (inside front cover) and at 6-75;

science have confirmed that rich experiences and stimulating environments produce rich and stimulating young minds.[88] High quality early care and education programs are essential early intervention tools for mitigating the negative impacts and scars borne by homeless children.[89] Preschool programs significantly affect development of children's social, cognitive, developmental, and coping skills.

There is still a lively debate in the United States as to the long-term benefits of early education programs,[90] but two major studies on the long-term effects of preschool education tracked children for a period of 15 - 20 years. The Ypsilanti Perry Preschool Project followed Head Start children and the Consortium Study followed preschool children in a university-sponsored preschool.[91] In these two control-group studies, the preschool children were initially ahead on their reading and math scores and tested higher on IQ. These advantages in IQ and reading scores were eliminated by the third grade. However, this research revealed that children attending preschool had performed better overall, academically, as well as fared better in their health, social adjustment, and economic prospects.[92] Compared with children not attending preschool, children attending preschool were less likely to repeat a grade; had fewer teenage pregnancies; were less involved in delinquent behavior; graduated from high school at a higher rate; were more likely to have a job; and were less likely to be dependent on welfare.[93]

Arthur J. Frankel, Head Start and Social Work, Families in Society: The Journal of Contemporary Human Services, 172, 174 (March/April 1997); but see, U.S. General Accounting Office, Head Start: Research Provides Little Information on Impact of Current Program (April, 1997).

[88]Supra note 23.

[89]Rafferty and Bassuk, supra note 9.

[90]GAO, April, 1997, supra note 87.

[91]Carnegie Corporation of New York, Inc., supra note 19 at 60-61; David and Lucile Packard Foundation, supra note 19 at 25-50; Arthur Frankel, supra note 87 at 174-75.

[92]Haskins, R., Beyond Metaphors: The Efficacy of Early Childhood Education, 44 American Psychologist, 274-282 (1989).

[93]Carnegie Corporation of New York and Arthur Frankel, supra at note 91.

These findings support the inference that quality preschool programs not only impact the short term achievement of children, but provide the basis for success in adulthood. The Perry Preschool Project researchers estimated that every dollar invested in the preschool program returned seven dollars that would have otherwise been spent for remediation, welfare payments, unemployment costs and other compensatory services.[94]

Preschool programs are undoubtedly a wise investment in our children and for our nation. This lesson is not ignored. Over 32 states have established state-funded pre-kindergarten initiatives to supplement federal-funded programs to attempt to close the gap between the demand for and the availability of comprehensive programs and services for low-income children and to facilitate collaboration in communities.[95]

The first national educational goal established under Goals 2000: Educate America Act states that "[b]y the year 2000, all children in America will start school ready to learn."[96] The objectives of this goal are threefold: (1) that all children will have access to quality, developmentally appropriate preschool programs, (2) that parents will be provided the training and support that they need to be a child's first teacher, and (3) that all children will arrive at school with healthy minds and bodies. Yet, less than three years away from the year 2000, access to a preschool education for all children is illusory. Income and parent education are the largest influences on children's preschool

---

[94]Carnegie Corporation of New York, supra note 19 at 60; David and Lucile Packard, supra note 19 at 44-45, 59.

[95]Survey respondents identified state-funded preschool programs in Arkansas, California, Colorado, Connecticut, Florida, Iowa, Kentucky, Louisiana, Maryland, Michigan, Nebraska, New York, Ohio, Oregon, Texas, and Washington, but see, National Coalition for the Homeless, supra note 8 at 3, where Minnesota, Michigan, Nebraska, Virginia, West Virginia, Washington, and Wisconsin reported loss of preschool services or an inability to expand services to homeless preschool-age children.

[96]U.S. Department of Health and Human Services, Trends in the Well-Being of America's Children and Youth: 1996, 184 (1996); U.S. Department of Education, Title I, Part A Policy Guidance: Improving Basic Programs Operated by Local Educational Agencies, i-Introduction (April, 1996).

participation. Over half of children from high-income families are enrolled in preschool while fewer than a quarter of low-income children are enrolled.[97]

Even Kindergarten, while considered a nearly universal experience for children in the United States,[98] is not mandatory in all states. Out of 50 states including the District of Columbia, school districts in merely 38 states are required to offer a kindergarten education (28 are required to offer half-day programs and 10 are required to offer full-day sessions). Moreover, full-day kindergarten attendance is required in only 5 states and half-day attendance in 10 states.[99] With almost universal recognition that early education interventions are crucial to ameliorating the devastating consequences of poverty and homelessness on children, preschool education continues as merely a discretionary or aspirational goal for our nation.

---

[97]U.S. Department of Education, The Condition of Education 1994, 22-27 (1994); U.S. Department of Health and Human Services, Trends, supra note 96 at 184; GAO, Early Childhood Center, supra note 11 at 3.

[98]Zill, Nicholas, et al., Approaching Kindergarten: A Look at Preschoolers in the United States, Young Children, 35 (November, 1995).

[99]1996 Digest of Education Statistics, Table 149.

VII. INTERNATIONAL TRENDS IN PUBLIC PRESCHOOL EDUCATION

International law and the practices of nations around the world reinforce the importance of providing preschool to disadvantaged children. The Convention on the Rights of the Child (CRC) asserts the "right of every child to a standard of living adequate for the child's physical, mental, spiritual, moral and social development."[100] The treaty also establishes that "the education of the child shall be directed to the development of the child's personality, talents, and mental and physical abilities to their fullest potential...."

Between 1975 and 1991, the percentage of the world's children attending preschool increased from 17 percent to 33 percent. This large increase reflects both the dynamic social changes of this period, in which women participated in greater numbers in the workforce, and the widespread desire of parents that their children get an early start on formal education.[101] Additionally, many nations have promoted and subsidized preschool programs in response to studies showing their positive impact upon children in early formal education and in the development of skills that enhance their likelihood of acquiring jobs, reduce the risks of teen pregnancy and avert problems with the law making them stronger, more capable young adults. Both developed and developing nations have expanded the allocation of educational resources to preschool as a means to elevate national educational standards and to provide children with the opportunity to obtain fundamental social tools.

Early childhood training is particularly important to economically and socially disadvantaged children. The Convention on the Rights of the Child guarantees every child the right to an adequate standard of living for his or her development, and calls upon states to provide special attention to children living in "exceptionally difficult

---

[100]Convention on the Rights of the Child, Art. 27(3). The CRC is the world's most widely-ratified human rights treaty. Only the United States and Somalia have not yet ratified.

[101]UNESCO, World Education Report 1991, 29 (1991).

conditions."[102] Many nations have designed preschool programs to mitigate the effects of economic and social disparities among children, and have devoted additional resources for children in exceptionally difficult situations, such as children in precarious economic and social situations, children with disabilities, and children who are homeless.

Most commonly, states provide subsidies for preschool programs as the method to help equalize the disparities children face as a result of differing economic circumstances. For example, in Japan the Ministry of Education subsidizes preschool so that 3 - 6 year old children can be enrolled at very low cost to parents.[103] As a result, approximately 82 percent of Japanese children attend preschool. Germany has adopted a similar policy and boasts a 91 percent preschool attendance rate.[104]

In Australia, on top of its allocations to preschool on a per pupil basis, the Ministry of Community Service provides supplemental subsidies to preschool where 20 percent of parents face economic hardship.[105] Malaysia last year adopted compulsory preschool education in order to elevate national educational standards and eradicate disparities in educational prowess between urban and rural, and rich and poor.[106]

This worldwide embrace of preschool asserts the vital importance of early education to the survival, development and empowerment of children as well as nations. However, as yet, no international documents recognize preschool education as a right. It remains a voluntary, aspirational goal, not a binding obligation. A table of preschool enrollment worldwide, based on 1988 figures, follows.

---

[102]CRC, Preamble.

[103]Joy Hendry, Becoming Japanese: The World of the Pre-school Child (1989).

[104]UNESCO, World Education Report 1991, 29 (1991).

[105]Lyn Dunlevy, Australia: Subsidies On Way for Some Pre-schools, The Age, Melbourne, Australia, page 7, July 29, 1993.

[106]All Pre-schools to register with Ministry Soon, New Straits Times Press (Malaysia), National Page 15, July 10, 1996.

COUNTRY	PRESCHOOL ENROLLMENT RATE BY PERCENT[107]
Belgium	100
Ireland	100
Denmark	92
Germany	91
Chile	83
France	83
Israel	82
Japan	82
Australia	70
United States	63
Argentina	61
Canada	60
Iceland	51
United Kingdom	49

[107]Organization for Economic Co-operation & Development (OECD), Education at a Glance: OECD Indicators, p. 129-133 (1995); UNESCO, supra note 104.

VIII. RECOMMENDATIONS

> *[E]ach state educational agency shall ensure that each child of a homeless individual...has equal access to the same free, appropriate public education, including a public preschool education, as provided to other children and youth.*[108]

This is not an aspirational goal nor a voluntary option for states. The McKinney Act mandate is clear. Effective July 1, 1995, the McKinney Act clarified the obligation for States to ensure that homeless children be afforded their right to a public preschool education. The National Law Center is sensitive to the enormous constraints facing State and Local educational agencies both in terms of funding, staff, and community resources that challenge their ability to protect and serve homeless children under the McKinney mandates. As significant as these challenges may be, however, the rights of preschool age homeless children must be protected and enforced. Moreover, the implementation of welfare reform policies; the potential for increased homelessness, hunger; living in overcrowded conditions; and projected greater need for quality, developmentally appropriate programs for children only heighten the urgency to demand full funding, compliance, and enforcement of the McKinney Act Education for Homeless Children and Youth Program.

To promote the recruitment, enrollment, and retention of preschool age children who are homeless in early education programs the National Law Center recommends:

(1) Increased appropriations for the McKinney Act Education Program in FY 1998 and continuing years, at a minimum, to the originally authorized appropriation level of $50 million.

(2) Increased appropriations for the Head Start Program in FY 1998 and subsequent years to expand program capacity and access for homeless children to Head Start.

---

[108] 42 U.S.C. § 11431(1).

(3) Requiring all federally-funded preschool education programs to conduct outreach to increase the enrollment and the participation of homeless children.

(4) That the U.S. Department of Education monitor and vigorously enforce compliance with the McKinney Act Education Program mandates.

(5) That the U.S. Department of Health and Human Services and its regional offices closely monitor and provided technical assistance to its grantees to ensure that homeless children are given full integrated access to Head Start and all other preschool programs administered through the Department.

(6) That the United States ratify the Convention on the Rights of the Child (CRC), thereby joining all developed and developing nations except for Somalia, in advancing the rights of children.

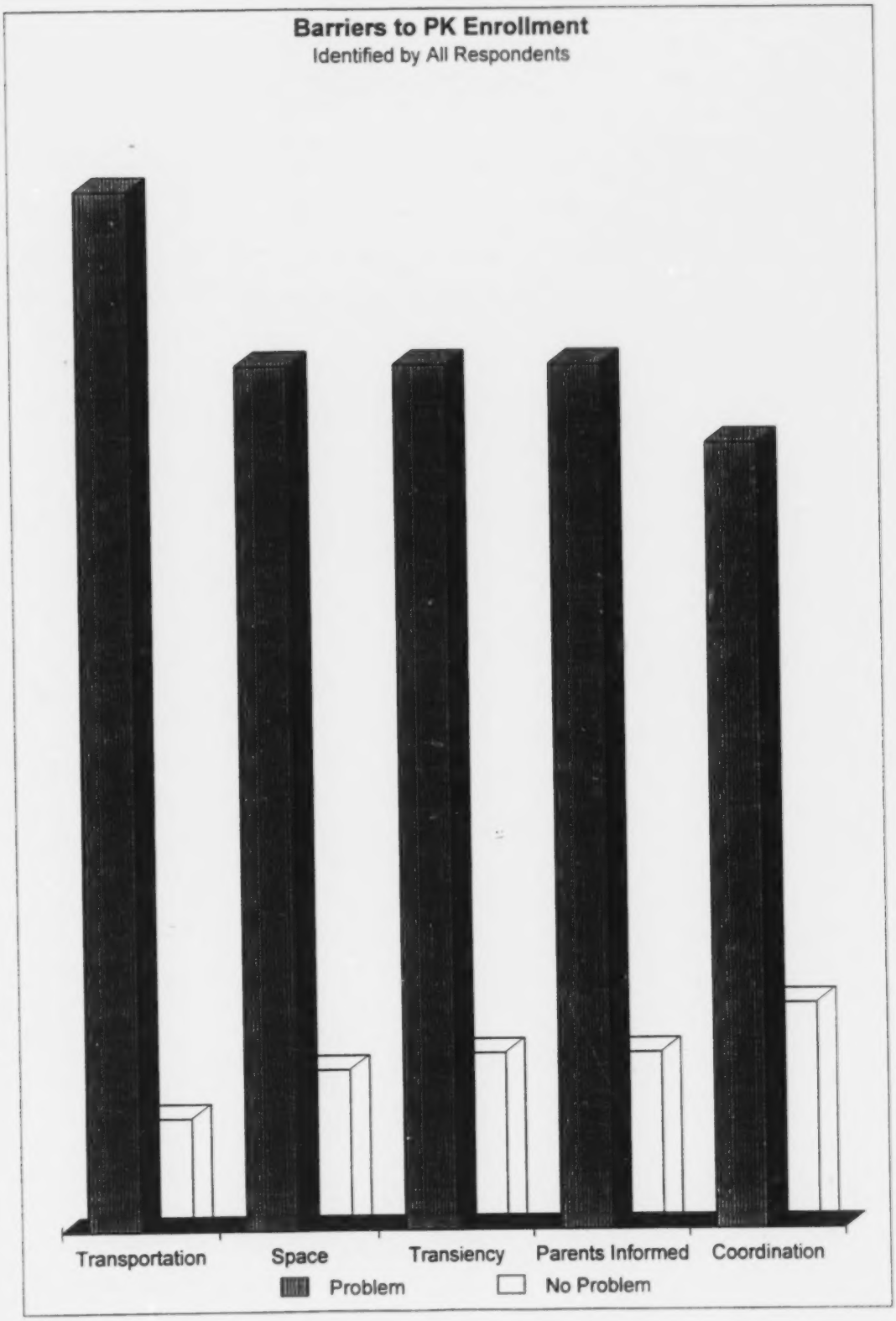
APPENDIX 1

Graphs and Charts

- Chart 1: Barriers to Preschool Enrollment of Homeless Children Identified by Respondents.
- Chart 2: Funding for Preschool Enrollment of Homeless Children is Considered Inadequate by Most Respondents.
- Chart 3: Nearly 80 Percent of State Coordinators of Education for Homeless Children and Youth Consider Funding Inadequate.
- Chart 4: The Demand for Public Preschool Exceeds Program Availability Creating Waiting Lists for Most Eligible Children.
- Chart 5: Preschoolers can be Wait-listed for Many Months Before Enrollment.
- Chart 6: Most Survey Respondents Are Aware of the McKinney Act Education Program and Its Requirements for Homeless Preschool age Children.
- Chart 7: Shelter Providers Assist Homeless Families in Accessing Preschool Enrollment.
- Chart 8: Few Shelter Providers Receive Assistance from Public Administrators in Enrolling Homeless Children in Preschool.
- Chart 9: The Proportion of Preschool Age Shelter Residents Enrolled in Preschool Programs is Low.
- Chart 10: Lack of Available Space in Preschool Programs Is Considered a Significant Barrier to the Enrollment of Homeless Children.

- Chart 11: Lack of Transportation is Considered a Significant Barrier to the Attendance of Homeless Children in Preschool Programs.
- Chart 12: Less than Three Percent of all Local Education Agencies Receive McKinney Education Funding.
- Chart 13: Homeless Children Who Are Enrolled In Preschool Attend Programs In A Variety of Locations, but Most Attend at the Shelter or At a School Near the Shelter.

CHART 1


Barriers to PK Enrollment
Identified by All Respondents
Transportation
Space
Transiency
Parents Informed
Coordination
Problem
No Problem

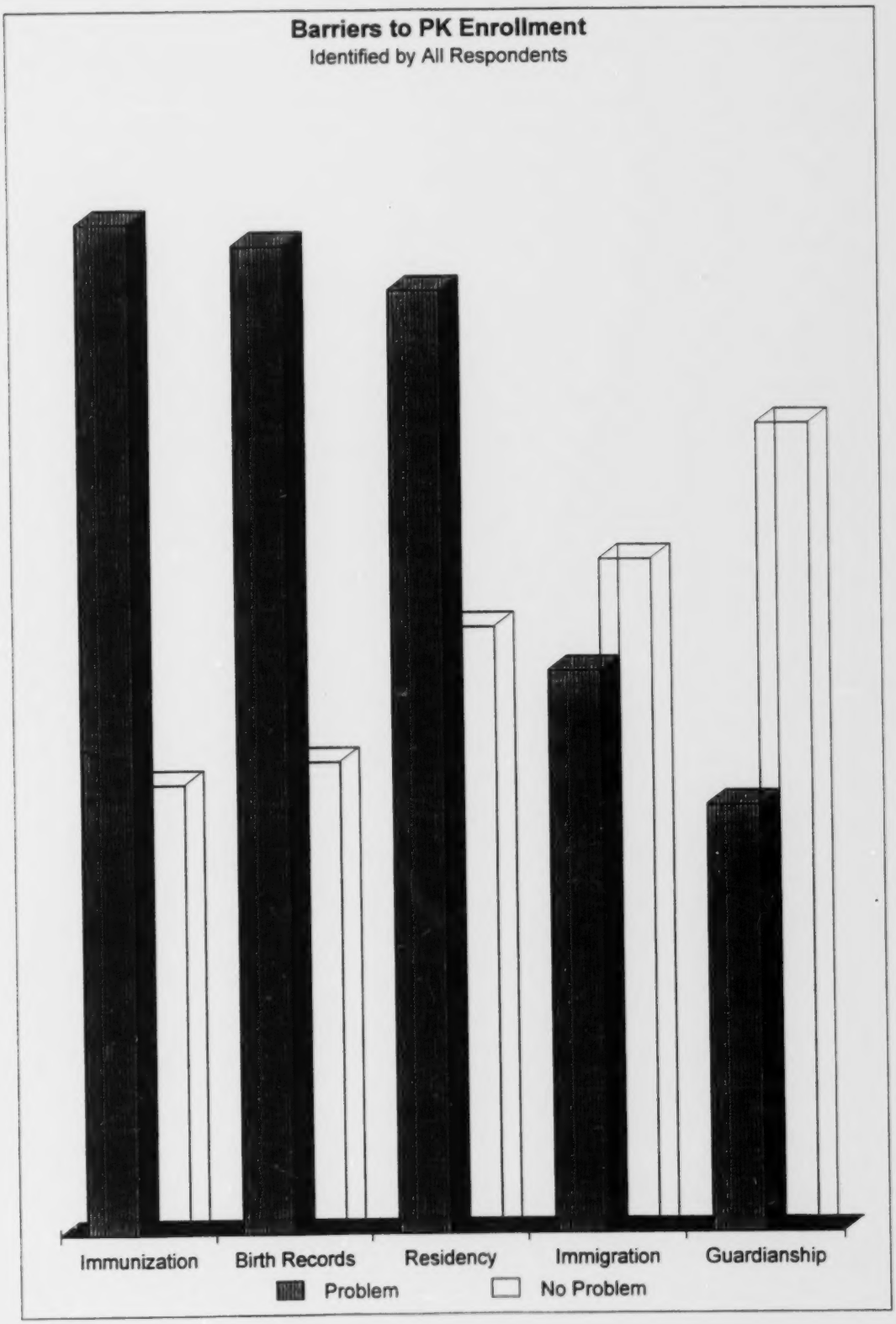

Barriers to PK Enrollment
Identified by All Respondents
Immunization
Birth Records
Residency
Immigration
Guardianship
Problem
No Problem

CHART 2

Funding is Inadequate
According to Most Respondents

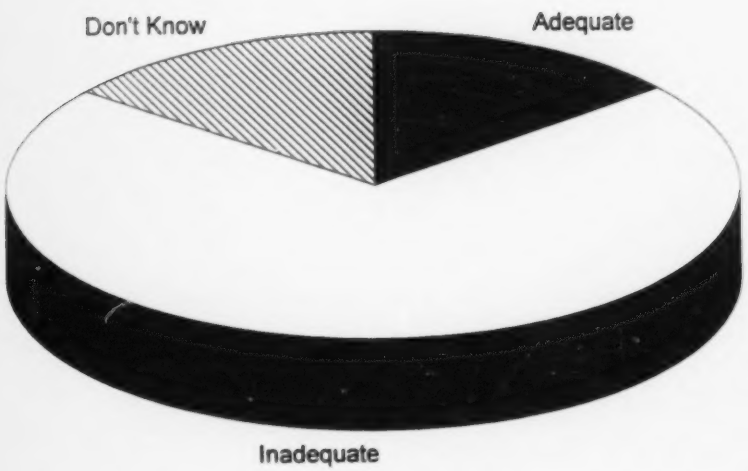


CHART 3

Funding is Inadequate

According to 80% of State Coordinators

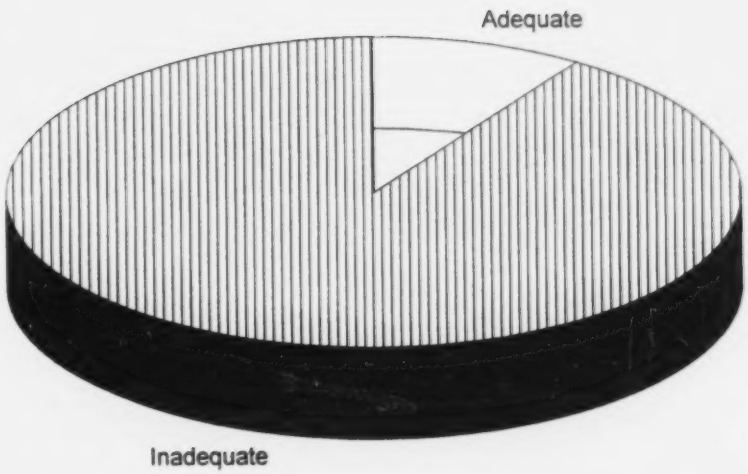


CHART 4

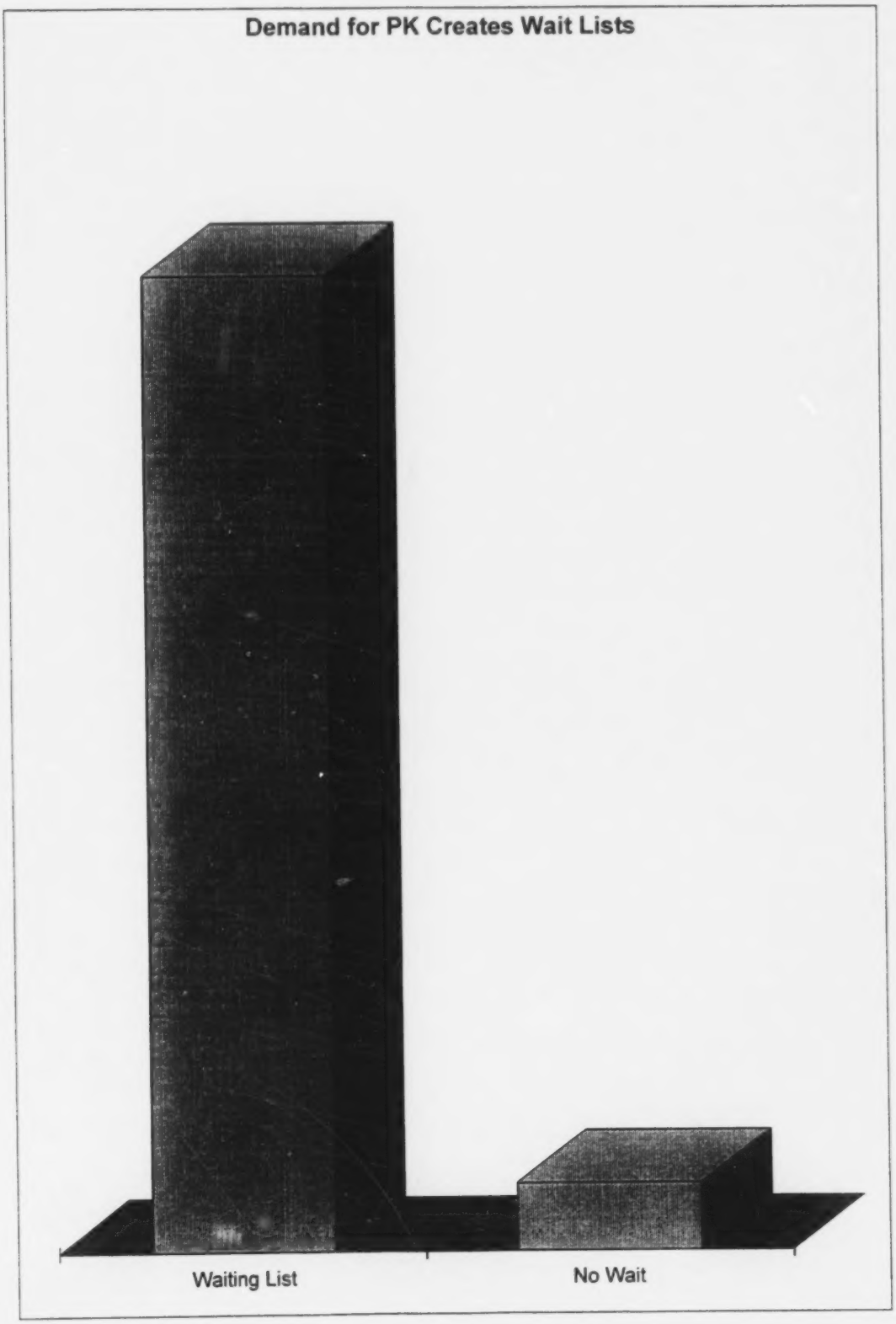


CHART 5

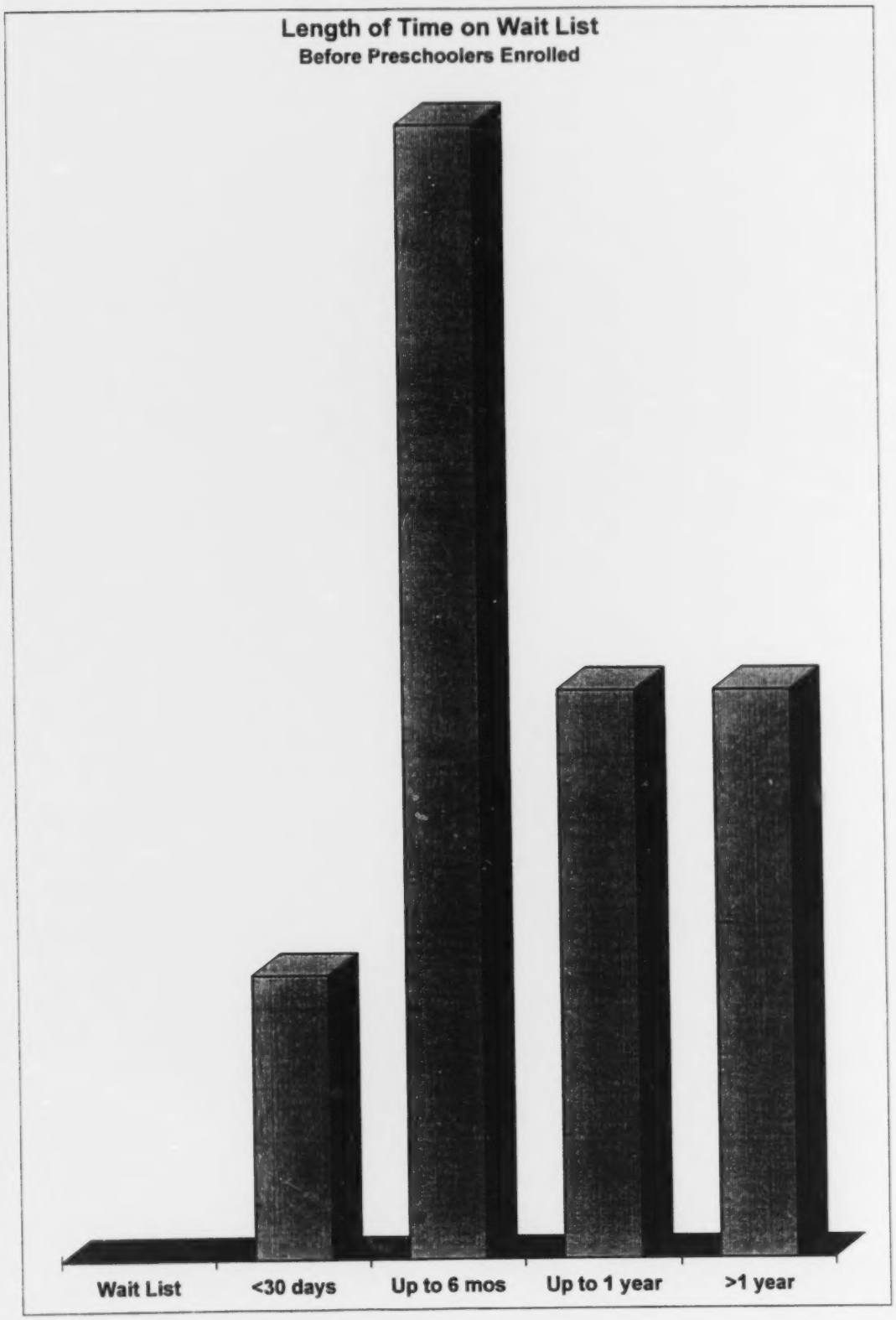

Length of Time on Wait List
Before Preschoolers Enrolled
Wait List
<30 days
Up to 6 mos
Up to 1 year
>1 year

CHART 6

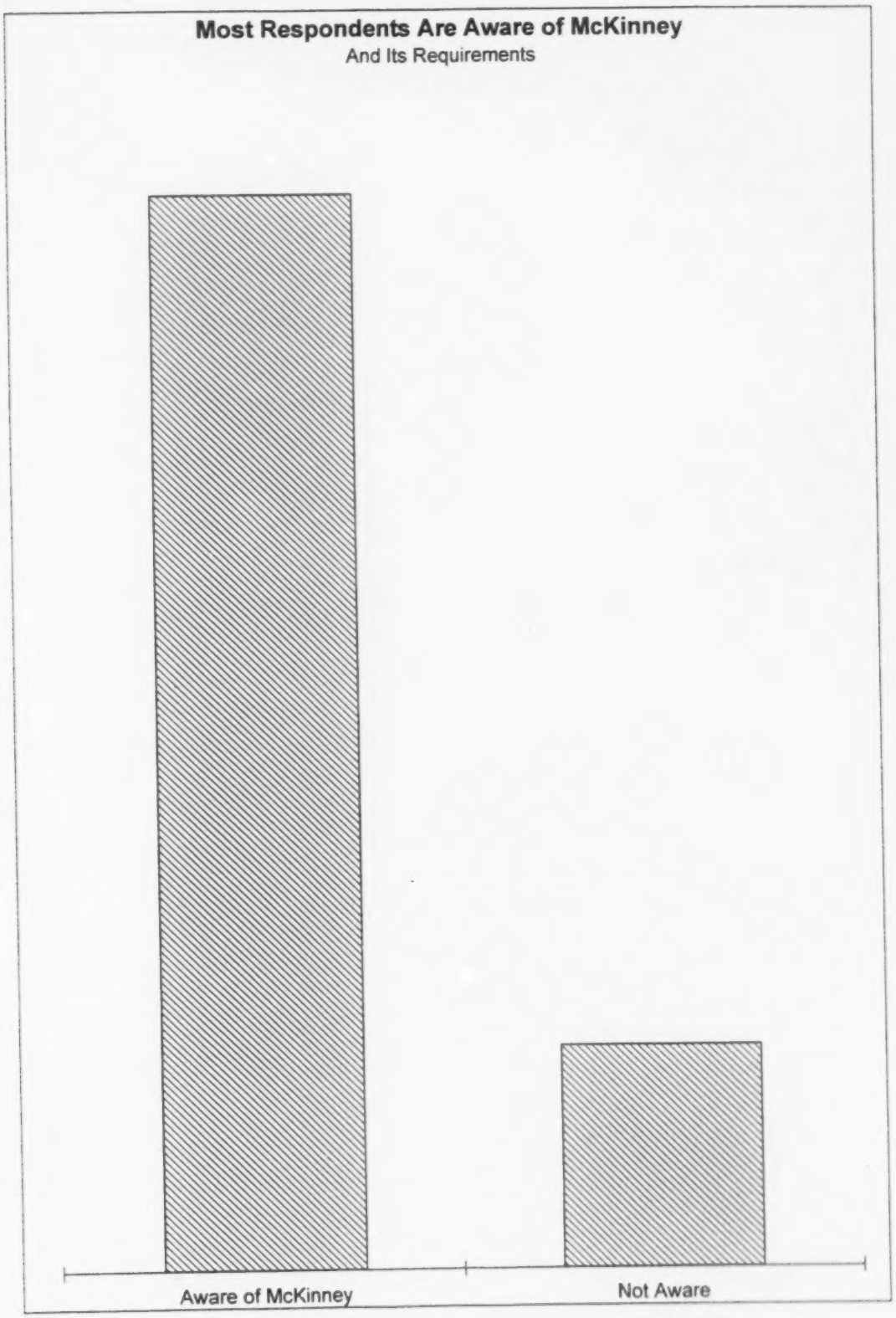

Most Respondents Are Aware of McKinney
And Its Requirements
Aware of McKinney
Not Aware

CHART 7

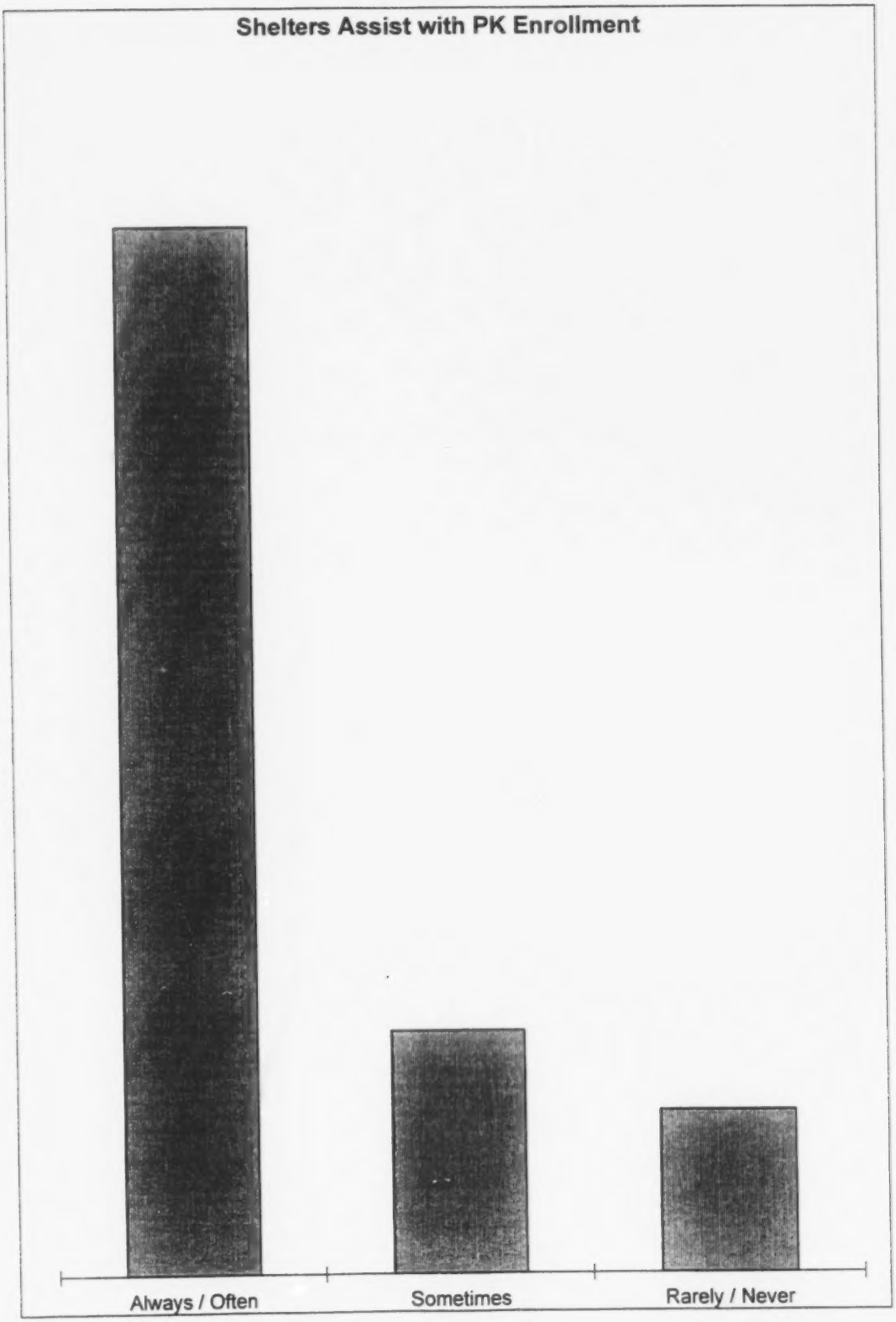

Shelters Assist with PK Enrollment
Always / Often
Sometimes
Rarely / Never

CHART 8

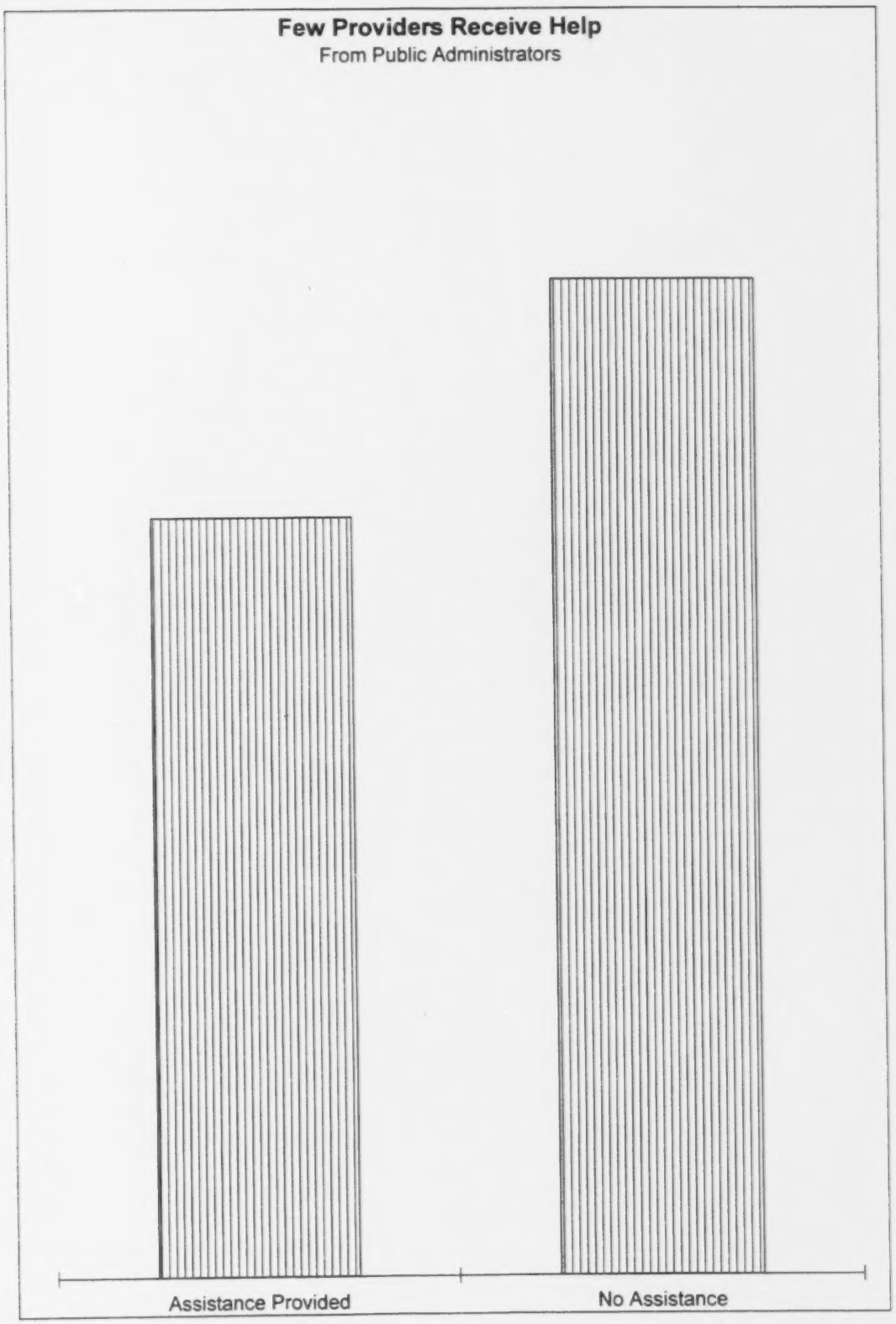

Few Providers Receive Help
From Public Administrators
Assistance Provided
No Assistance

CHART 9

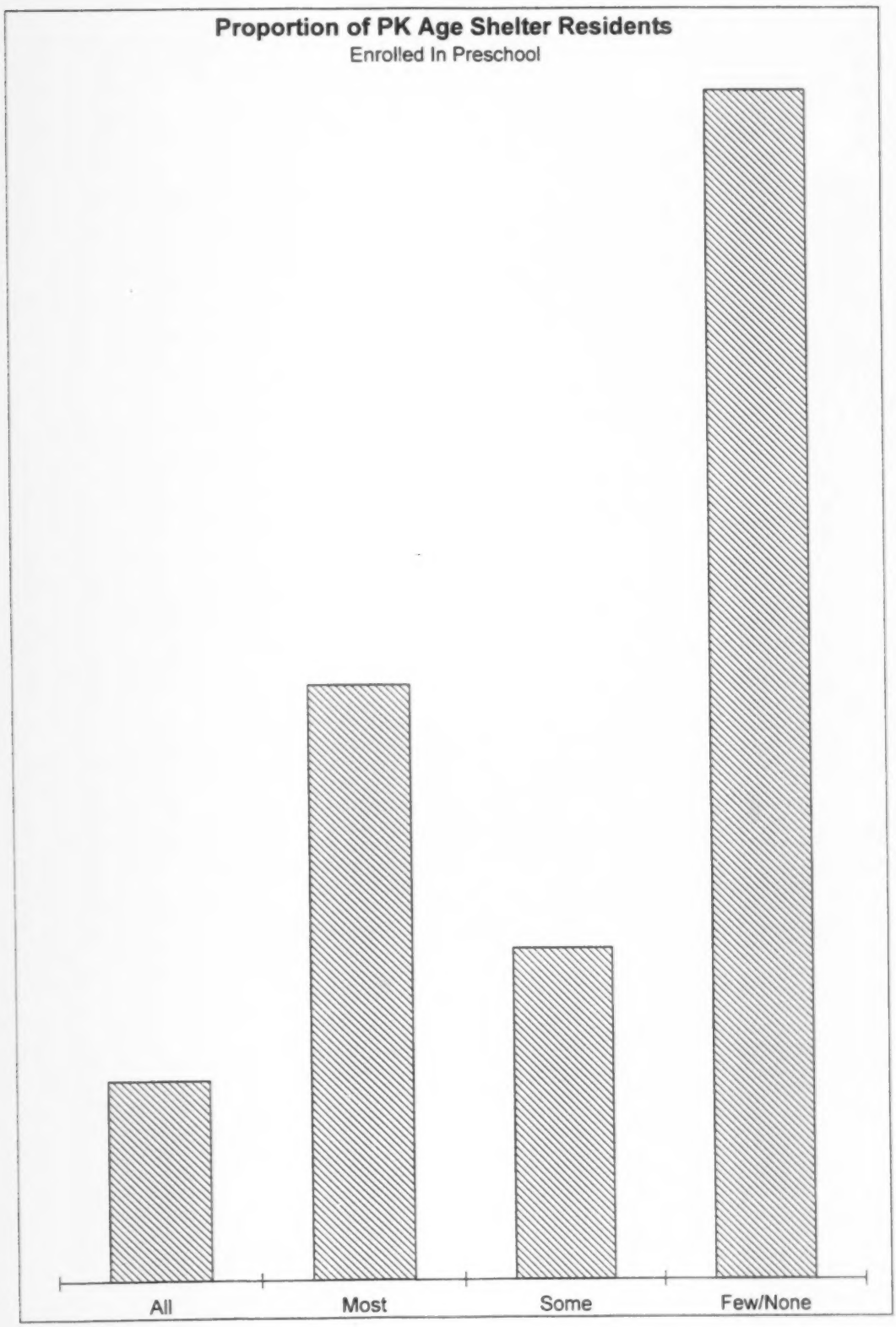

Proportion of PK Age Shelter Residents
Enrolled In Preschool
All
Most
Some
Few/None

CHART 10

Lack of PK Program Space is a Problem
According to Most Respondents

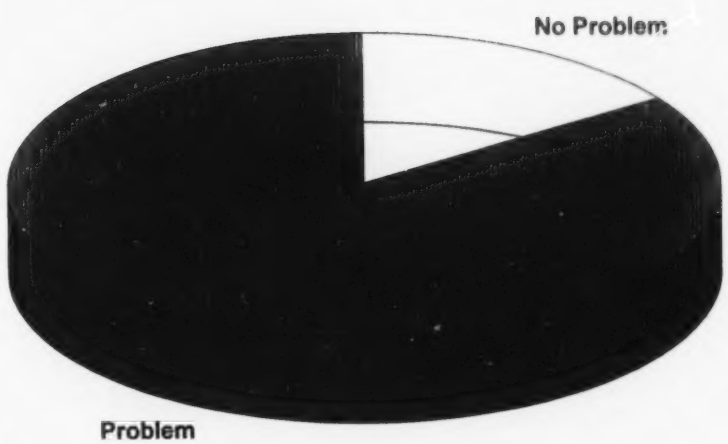


CHART 11

Transportation is a Significant Barrier
to Preschool Participation

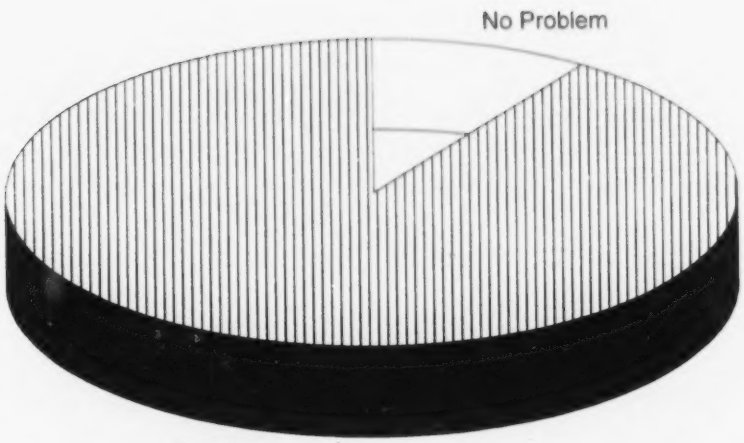


CHART 12

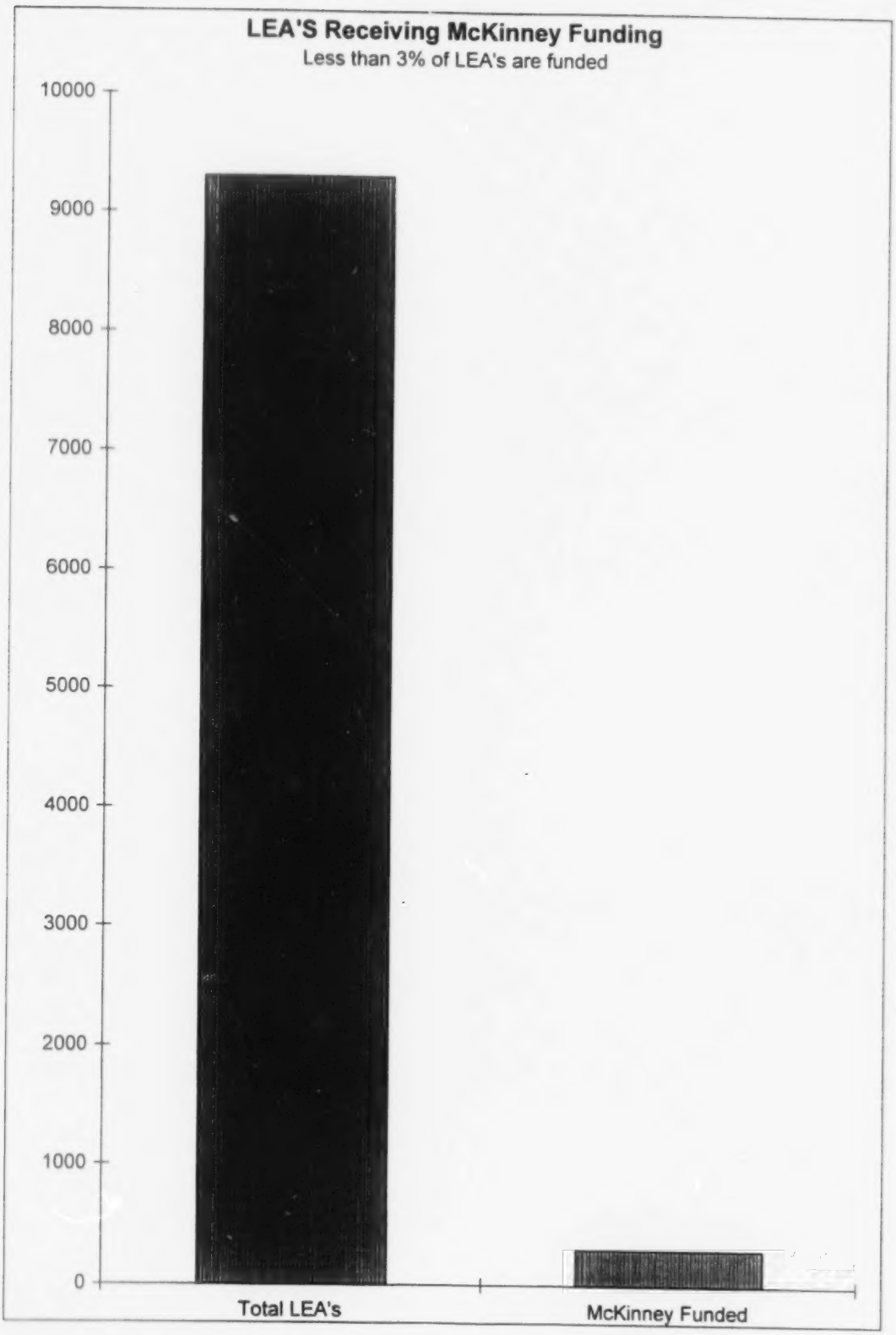
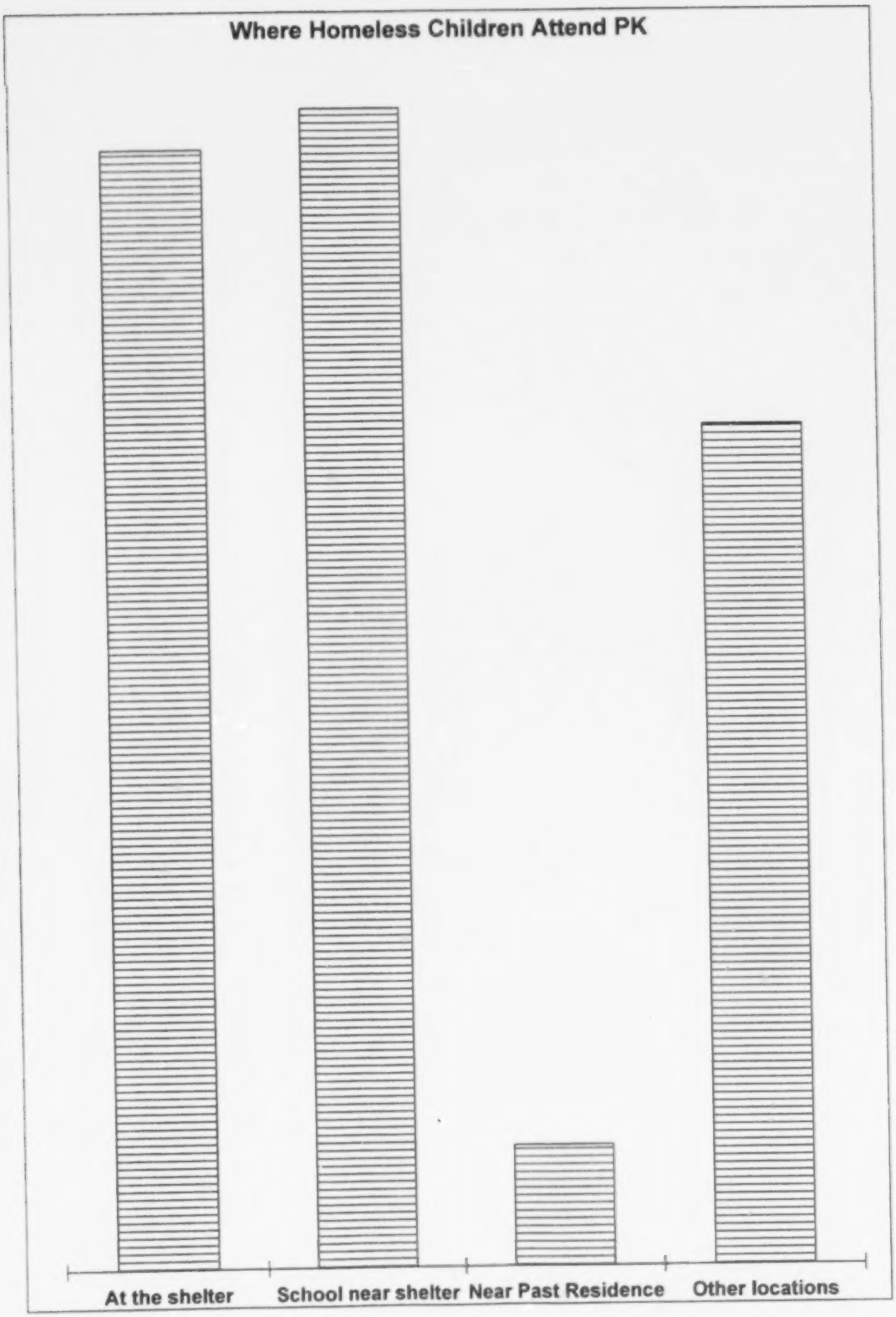

LEA'S Receiving McKinney Funding
Less than 3% of LEA's are funded
10000
9000
8000
7000
6000
5000
4000
3000
2000
1000
0
Total LEA's
McKinney Funded

CHART 13


Where Homeless Children Attend PK
At the shelter
School near shelter
Near Past Residence
Other locations

APPENDIX 2

The Stewart B. McKinney Homeless Assistance Act

Education for Homeless Children and Youth

Appendix A

Improving America's Schools Act of 1994, (Public Law 103-382.) was signed October 20, 1994. The portion of the McKinney Act related to the education of homelss children and youth, Subtitle VII-B, is amended to read as follows: Subtitle B—Education for Homeless Children and Youth. The following is a reproduction of the Act, as amended, based upon the revisions indicated in the Congressional Record, Volume No. -Part II, October 20, 1994.

Subtitle B- Education for Homeless Children and Youth (Section 721-726)

"SEC. 721. STATEMENT OF POLICY.

"It is the policy of the Congress that—

"(I) each State educational agency shall ensure that each child of a homeless individual and each homeless youth has equal access to the same free, appropriate public education, including a public preschool education, as provided to other children and youth

"(2) in any State that has a compulsory residency requirement as a component of the State's compulsory school attendance laws or other laws, regulations, practices, or policies that may act as a barrier to the enrollment, attendance, or success in school of homeless children and youth, the State will review and undertake steps to revise such laws, regulations, practices or policies to ensure that homeless children and youth are afforded the same free, appropriate public education as provided to other children and youth;

"(3) homelessness alone .should not be sufficient reason to separate students from the mainstream school environment; and

"(4) homeless children and youth should have access to the education and other .services that such children and youth need to ensure that such children and youth have an opportunity to meet the same challenging State student performance standards to which all students are held.

"SEC. 722. GRANTS FOR STATE AND LOCAL ACTIVITIES FOR THE EDUCATION OF HOMELESS CHILDREN AND YOUTH.

"(a) GENERAL. AUTHORITY.—The Secretary is authorized to make grants to States in accordance with the provisions of this section to enable such States to carry out the activities described in subsections (d), (e), (f), and (g).

"(b) APPLICATION.—No State may receive a grant under this section unless the State educational agency submits an application to the Secretary at such time, in such manner, and containing or accompanied by such information as the Secretary may reasonably require.

"(c) ALLOCATION AND RESERVATIONS.—

"(1) IN GENERAL.–Subject to paragraph (2) and section 724(c), from the amount appropriated for each fiscal year under section 726, the Secretary is authorized to allot to each State an amount that bears the same ratio to the amount appropriated for such year under section 726 as the amount allocated under section 1122 of the Elementary and Secondary Education Act of 1965 to the State for that year bears to the total amount allocated under section 1122 to all States for that year, except that no State shall receive less than $100,000.

"(2) RESERVATION.—(A) The Secretary is authorized to reserve- 0.1 percent of the amount appropriated for each fiscal year under section 726 to be allocated by the Secretary among the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and Palau (until the effective date of the Compact of Free Association with the Government of Palau), according to their respective need for assistance under this subtitle, as determined by the Secretary.

"(B)(i) The Secretary is authorized to transfer one percent of the amount appropriated for each fiscal year under section 726 to the Department of the Interior for programs for Indian students served by schools funded by the Secretary of the Interior, as determined under the Indian Self-Determination and Education Assistance Act, that are consistent with the purposes of this Act.

BEST COPY AVAILABLE

"(ii) The Secretary and the Secretary of the Interior shall enter into an agreement, consistent with the requirements of this part, for the distribution and use of the funds described in clause (i) under terms that the Secretary determines best meet the purposes of the programs described in such clause. Such agreement shall set forth the plans of the Secretary of the Interior for the use of the amounts transferred, including appropriate goals, objectives, and milestones.

"(3) DEFINITION. –As used in this section, the term 'State' shall not include the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, or Palau.

"(d) ACTIVITIES –Grants this section shall be used—

"(1) to carry out the policies set forth in section 721 in the State;

"(2) to provide activities for, and services to, homeless children, including preschool-aged children, and homeless Youth that enable such children and youth to enroll in, attend, and succeed in school, or, if appropriate, in preschool programs;

"(3) to establish or designate an Office of Coordinator of Education for Homeless Children and Youth in the State educational agency in accordance with subsection (f);

"(4) to prepare and carry out the State plan described in subsection (g); and

"(5) to develop and implement professional development programs for school personnel to heighten their awareness of, and capacity to respond to, specific problems in the education of homeless children and youth.

"(e) STATE AND LOCAL GRANTS.—

"(1) IN GENERAL. (A) Subject to subparagraph (B), if the amount allotted to the State educational agency for any fiscal year under this subtitle exceeds the amount such agency received for fiscal year 1990 under this subtitle, such agency shall provide grants to local educational agencies for purposes of section 723.

"(B) The State educational agency may reserve not more than the greater of 5 percent of the amount such agency receives under this subtitle for any fiscal year, or the amount such agency received under this subtitle for fiscal year 1990, to conduct activities under subsection (f) directly or through grants or contracts.

"(2) SPECIAL RULE.—If the amount allotted to a State educational agency for any fiscal year under this subtitle i8 less than the amount such agency received for fiscal year 1990 under this subtitle, such agency, at such agency's discretion, may provide grants to local educational agencies in accordance with section 723 or may conduct activities under subsection (f) directly or through grants or contracts.

"(f) FUNCTIONS OF THE OFFICE OF COORDINATOR.—The Coordinator of Education of Homeless Children and Youth established in each State shall—

"(1) estimate the number of homeless children and youth in the State and the number of such children and youth served with assistance provided under the grants or contracts under this subtitle;

"(2) gather, to the extent possible, reliable, valid, and comprehensive information on the nature and extent of the problem homeless children and youth have in gaining access to public preschool programs and to public elementary and secondary schools, the difficulties in identifying the special needs of such children and youth, any progress made by the State educational agency and local educational agencies in the State in addressing such problems and difficulties, and the success of the program under this subtitle in allowing homeless children and youth to enroll in, attend, and succeed in, school;

"(3) develop and carry out the State plan described in subsection (g);

"(4) prepare and submit to the Secretary not later than October 1, 1997, and on October 1 of every third year thereafter, a report on the information gathered pursuant to paragraphs (1) and (2) and such additional information as the Secretary may require to carry out the Secretary's responsibilities under this subtitle;

"(5) facilitate coordination between the State educational agency, the State social services agency, and other agencies providing services to homeless children and youth, including homeless children ant youth who are preschool age, and families of such children and youth; and

"(6) develop relationships and coordinate with other relevant education, child development, or preschool programs and providers of services to homeless children, homeless families, and runaway and homeless youth (including domestic violence agencies, shelter operators, transitional housing facilities, runaway and homeless youth centers, and transitional living programs for homeless youth), to improve the provision of comprehensive services to homeless children and youth and their families.

"(g) STATE PLAN.-

"(1) IN GENERAL.—Each State shall submit to the Secretary a plan to provide for the education of homeless children and youth within the State, which plan shall describe how such children and youth are or will be given the opportunity to meet the same challenging State student performance standards all students are expected to meet, shall describe the procedures the State educational agency will use to identify such children and youth in the State and to assess their special needs, and shall—

"(A) describe procedures for the prompt resolution of disputes regarding the educational placement of homeless children and youth,

"(B) describe programs for school personnel (including principals, attendance officers, teachers and enrollment personnel), to heighten the awareness of such personnel of the specific needs of runaway and homeless youth;

"(C) describe procedures that ensure that homeless children and youth who meet the relevant eligibility criteria are able to participate in Federal, State, or local food programs;

"(D) describe procedures that ensure that—

"(i) homeless children have equal access to the same public preschool programs, administered by the State agency, as provided to other children; and

"(ii) homeless children and youth who meet the relevant-eligibility criteria are able to participate in Federal, State, or local before- and after-school care programs,

"(E) address problems set forth in the report provided to the Secretary under subsection (f)(4);

"(F) address other problems with respect to the education of homeless children and youth, including problems caused by—

"(i) transportation issues; and

"(ii) enrollment delays that are caused by—

"(I) immunization requirements;

"(II) residency requirements;

"(III) lack of birth certificates, school records, or other documentation, or

"(IV)" guardianship issues;

"(G) demonstrate that the State educational agency and local educational agencies in the State have developed, and will review and revise, policies to remove barriers to the enrollment and retention of homeless children and youth in schools in the State; and

"(H) contain an assurance that the State educational agency and local educational agencies in the State will adopt policies and practices to ensure that homeless children and youth are not isolated or stigmatized

"(2) COMPLIANCE.—Each plan adopted under this subsection shall also show how the State will ensure that local educational agencies in the State will comply with the requirements of paragraphs (3) through (9).

"(3) LOCAL EDUCATION AGENCY REQUIREMENTS.—

"(A) The local educational agency of each homeless child and youth to be assisted under this subtitle shall, according to the child's or youth's best interest, either—

"(i) continue the child's or youth's education in the school of origin–

"(I) for the remainder of the academic year; or

"(II) in any case in which a family becomes homeless between academic years, for the following academic year; or

"(ii) enroll the child or youth in any school that nonhomeless students who live in the attendance area in which the child or youth is actually living are eligible to attend.

"(B) In determining the best interests of the child or youth under subparagraph (A), the local educational agency shall comply, to the extent feasible, with the request made by a parent or guardian regarding school selection.

"(C) For purposes of this paragraph, the term 'school of origin' means the school that the child or youth attended when permanently housed, or the school in which the child or youth was last enrolled.

"(D) The choice regarding placement shall be made regardless of whether the child or youth lives with the homeless parents or has been temporarily placed elsewhere by the parents.

"(4) COMPARABLE SERVICES.—Each homeless child or youth to be assisted under this subtitle shall be provided services comparable to services offered to other students in the school selected according to the provisions of paragraph (3), including—

"(A) transportation services;

"(B) educational services for which the child or youth meets the eligibility criteria, such as services provided under title I of the Elementary and Secondary Education Act of 1965 or similar State or local programs, educational programs for children with disabilities, and educational programs for students with limited-English proficiency;

"(C) programs in vocational education,

"(D) programs for gifted and talented students; and

"(E) school meals programs.

"(5) RECORDS.—Any record ordinarily kept by the school, including immunization records, academic records, birth certificates, guardianship records, and evaluations for special services or programs, of each homeless child or youth shall be maintained—

"(A) so that the records are available, in a timely fashion, when a child or youth enters a new school district; and

"(B) in a manner consistent with section 444 of the General Education Provisions Act.

"(6) COORDINATION.—Each local educational agency serving homeless children and youth that receives assistance under this subtitle shall coordinate with local social services agencies and other agencies or programs providing services to such children or youth and their families, including services and programs funded under the Runaway and Homeless Youth Act.

"(7) LIAISON.–

"(A) Each local educational agency that receives assistance under this subtitle shall designate a homelessness liaison to ensure that—

"(i) homeless children and youth enroll and succeed in the schools of that agency; and

"(ii) homeless families, children, and youth receive educational services for which such families, children, and youth are eligible, including Head Start and Even Start programs and preschool programs administered by the local educational agency, and referrals to health care services, dental services, mental health services, and other appropriate services.

"(B) State coordinators and local educational agencies shall inform school personnel, service providers, and advocates working with homeless families of the duties of the liaisons.

"(8) REVIEW AND REVISIONS.—Each State educational agency and local educational agency that receives assistance under this subtitle shall review and revise any policies that may act as barriers to the enrollment of homeless children and youth in schools selected in accordance with paragraph (3). In reviewing and revising such policies, consideration shall be given to issues concerning transportation, immunization, residency, birth certificates, school records, and other documentation, and guardianship. Special attention shall be given to ensuring the enrollment and attendance of homeless children and youth who are not currently attending school.

"(9) COORDINATION.—Where applicable, each State and local educational agency that receives assistance under this subtitle shall coordinate with State and local housing agencies responsible for developing the comprehensive housing affordability strategy described in section 105 of the Cranston-Gonzalez National Affordable Housing Act to minimize educational disruption for children who become homeless.

"SEC. 723. LOCAL EDUCATIONAL AGENCY GRANTS FOR THE EDUCATION OF HOMELESS CHILDREN AND YOUTH.

"(a) GENERAL AUTHORITY.—

"(1) IN GENERAL.–The State educational agency shall, in accordance with section 722(e) and from amounts made available to such agency under section 726, make grants to local educational agencies for the purpose of facilitating the enrollment, attendance, and success in school of homeless children and youth.

"(2) SERVICES.—Unless otherwise specified, services under paragraph (1) may be provided through programs on school grounds or at other facilities. Where such services are provided through programs to homeless students on school grounds, schools may provide services to other children and youth who are determined by the local educational agency to be at risk of failing in, or dropping out of, schools, in the same setting or classroom. To the maximum extent practicable, such services shall be provided through existing programs and mechanisms that integrate homeless individuals with nonhomeless individuals.

"(3) REQUIREMENT.– Services provided under this section shall not replace the regular academic program and shall be designed to expand upon or improve services provided as part of the school's regular academic program.

"(b) APPLICATIONS.– A local educational agency that desires to receive a grant under this section shall submit an application to the State educational agency at such time, in such manner, and containing or accompanied by such information as the State educational agency may reasonably require according to guidelines issued by the Secretary. Each such application shall include–

"(1) a description of the services and programs for which assistance is sought and the problems to be addressed through the provision of such services and programs;

"(2) an assurance that the local educational agency's combined fiscal effort per student or the aggregate expenditures of that agency and the State with respect to the provision of free public education by such agency for the fiscal year preceding the fiscal year for which the determination is made was not less than 90 percent of such combined fiscal effort or aggregate expenditures for the second fiscal year preceding the fiscal year for which the determination is made;

"(3) an assurance that the applicant complies with, or will use requested funds to come into compliance with, paragraphs (3) through (9) of section 722(g), and

"(4) a description of policies and procedures that the agency will implement to ensure that activities carried out by the agency will not isolate or stigmatize homeless children and youth.

"(c) AWARDS.—

"(1) IN GENERAL.– The State educational agency shall, in accordance with section 722(g) and from amounts made available to such agency under section 726, award grants under this section to local educational agencies submitting an application under subsection (b) on the basis of the need of such agencies.

"(2) NEED.—In determining need under paragraph (I), the State educational agency may consider the number of homeless children and youth enrolled in preschool, elementary, and secondary schools within the area served by the agency, and shall consider the needs of such children and youth and the ability of the agency to meet such needs. Such agency may also consider—

"(A) the extent to which the proposed use of funds would facilitate the enrollment, retention, and educational success of homeless children and youth;

"(B) the extent to which the application reflects coordination with other local and State agencies that serve homeless children and youth, as well as the State plan required by section 722~g);

"(C) the extent to which the applicant exhibits in the application and in current practice a commitment to education for all homeless children and youth; and

"(D) such other criteria as the agency determines appropriate.

"(3) DURATION OF GRANTS.– Grants awarded under this section shall be for terms not to exceed three years.

"(d) AUTHORIZED ACTIVITIES.—A local educational agency may use funds awarded under this section for activities to carry out the purpose of this subtitle, including—

"(1) the provision of tutoring, supplemental instruction, and enriched educational services that are linked to the achievement of the same challenging State content standards and challenging State student performance standards the State establishes for other children or youth;

"(2) the provision of expedited evaluations of the strengths and needs of homeless children and youth, including needs and eligibility for programs and services (such as educational programs for gifted and talented students, children with disabilities, and students with limited-English proficiency, services provided under title I of the Elementary and Secondary Education Act of 1965 or similar State or local programs, programs in vocational education, and school meals programs);

"(3) professional development and other activities for educators and pupil services personnel that are designed to heighten the understanding and sensitivity of such personnel to the needs of homeless children and youth, the rights of such children and youth under this Act, and the specific educational needs of runaway and homeless youth;

"(4) the provision of referral services to homeless children and youth for medical, dental, mental, and other health services;

"(5) the provision of assistance to defray the excess cost of transportation for students pursuant to section 722(g)(4), not otherwise provided through Federal, State, or local funding, where necessary to enable students to attend the school selected under section 722(g)(3);

BEST COPY AVAILABLE

"(6) the provision of developmentally appropriate early childhood education programs, not otherwise provided through Federal, State, or local funding, for preschool-aged children,

"(7) the provision of before- and after-school, mentoring, and summer programs for homeless children and youth in which a teacher or other qualified individual provides tutoring, homework assistance, and supervision of educational activities;

"(8) where necessary, the payment of fees and other costs associated with tracking, obtaining, and transferring records necessary to enroll homeless children and youth in school, including birth certificates, immunization records, academic records, guardianship records, and evaluations for special programs or services;

"(9) the provision of education and training to the parents of homeless children and youth about the rights of, and resources available to, such children and youth;

"(10) the development of coordination between schools and agencies providing services to homeless children and youth, including programs funded under the Runaway and Homeless Youth Act;

"(11) the provision of pupil services (including violence prevention counseling and referrals for such services;

"(12) activities to address the particular needs of homeless children and youth that may arise from domestic violence;

"(13) the adaptation of space and purchase of supplies for nonschool facilities made available under subsection (a)(2) to provide services under this subsection,

"(14) the provision of school supplies, including those supplies to be distributed at shelters or temporary housing facilities, or other appropriate locations; and

"(15) the provision of other extraordinary or emergency assistance needed to enable homeless children and youth to attend school.

"SEC. 724. SECRETARIAL RESPONSIBILITIES.

"(a) REVIEW OF PLANS.—In reviewing the State plans submitted by the State educational agencies under section 722(g), the Secretary shall use a peer review process and shall evaluate whether State laws, policies, and practices described in such plans adequately address the problems of homeless children and youth relating to access to education and placement as described in such plans.

"(b) TECHNICAL ASSISTANCE.—The Secretary shall provide support and technical assistance to the State educational agencies to assist such agencies to carry out their responsibilities under this subtitle.

"(c) EVALUATION AND DISSEMINATION.—The Secretary shall conduct evaluation and dissemination activities of programs designed to meet the educational needs of homeless elementary and secondary school students, and may use funds appropriated under section 726 to conduct such activities.

"(d) SUBMISSION AND DISTRIBUTION.—The Secretary shall require applications for grants under this subtitle to be submitted to the Secretary not later than the expiration of the 60-day period beginning on the date that funds are available for purposes of making such grants and shall make such grants not later than the expiration of the 120-day period beginning on such date.

"(e) DETERMINATION BY SECRETARY.—The Secretary, based on the information received from the States and information gathered by the Secretary under subsection (d), shall determine the extent to which State educational agencies are ensuring that each homeless child and homeless youth has access to a free appropriate public education as described in section 721(1).

"(f) REPORTS.—The Secretary shall prepare and submit a report to the Committee on Education and Labor of the House of Representatives and the Committee on Labor and Human Resources of the Senate on the programs and activities authorized by this subtitle by December 31, 1997, and every third year thereafter.

"SEC. 725. DEFINITIONS.

"For the purpose of this subtitle, unless otherwise stated—

"(1) the term 'Secretary' means the Secretary of Education; and

"(2) the term 'State' means each of the 50 States, the District of Columbia, and the Commonwealth of Puerto Rico.

APPENDIX 3

Funding and Appropriations

Stewart B. McKinney Homeless Assistance Act
Education for Homeless Children and Youth Program
Appropriations 1987 - 1997

FISCAL YEAR	APPROPRIATION
87	$ 4.6 Million
88	4.8
89	4.8
90	4.8
91	7.2
92	25.0
93	24.8
94	25.4
95	28.8
96	23.0
97	25.0

McKinney Education Grant Funding for the 50 States

Fiscal Year 1996

Alabama	$	411,023
Alaska		100,000
Arizona		322,214
Arkansas		245,709
California		2,390,884
Colorado		217,626
Connecticut		172,259
Delaware		100,000
Florida		918,426
Georgia		557,035
Hawaii		100,000
Idaho		100,000
Illinois		1,057,820
Indiana		358,640
Iowa		158,439
Kansas		172,851
Kentucky		409,785
Louisiana		621,739
Maine		100,000
Maryland		284,526
Massachusetts		398,112
Michigan		1,002,142
Minnesota		269,815
Mississippi		408,179
Missouri		377,372
Montana		100,000
Nebraska		101,449
Nevada		100,000
New Hampshire		100,000
New Jersey		459,671
New Mexico		194,259
New York		2,012,483
North Carolina		429,347
North Dakota		100,000
Ohio		988,495
Oklahoma		274,047
Oregon		220,222
Pennsylvania		1,001,636
Rhode Island		100,000
South Carolina		301,853
South Dakota		100,000
Tennessee		401,917
Texas		1,899,325
Utah		107,329
Vermont		100,000
Virginia		331,441
Washington		325,572
West Virginia		229,637
Wisconsin		403,811
Wyoming		100,000

Head Start Allocations for the 50 States
Fiscal Year 1996

Alabama	$	58,265,000
Alaska		6,748,000
Arkansas		33,153,000
Arizona		47,617,000
California		392,965,000
Colorado		36,364,000
Connecticut		27,382,000
District of Columbia		14,530,000
Delaware		6,239,000
Florida		127,325,000
Georgia		86,596,000
Hawaii		10,981,000
Iowa		25,968,000
Idaho		10,043,000
Illinois		148,915,000
Indiana		49,804,000
Kansas		25,129,000
Kentucky		58,935,000
Louisiana		79,596,000
Maine		13,734,000
Maryland		42,461,000
Massachusetts		61,742,000
Michigan		135,349,000
Minnesota		38,812,000
Missouri		59,241,000
Mississippi		97,001,000
Montana		10,048,000
North Carolina		72,594,000
North Dakota		7,206,000
Nebraska		15,890,000
New Hampshire		6,558,000
New Jersey		75,151,000
New Mexico		27,731,000
Nevada		8,213,000
New York		228,243,000
Ohio		141,607,000
Oklahoma		41,397,000
Oregon		29,460,000
Pennsylvania		127,086,000
Rhode Island		10,549,000
South Carolina		44,540,000
South Dakota		8,480,000
Tennessee		62,163,000
Texas		224,923,000
Utah		18,219,000
Virginia		49,706,000
Vermont		7,811,000
Washington		52,311,000
Wisconsin		54,013,000
West Virginia		28,125,000
Wyoming		5,195,000

APPENDIX 4

Surveys

Survey of State Coordinators of Education for Homeless Children and Youth on Access to Public Preschool Education

Date:

State: Coordinator:

1. As a state coordinator of education for homeless children and youth do you coordinate the enrollment of eligible preschool age homeless children in public preschool programs?

Yes_____ No_____

2. How many local education agencies (LEAs) are in your state?

_____ (number)

3. What proportion of these local education agencies (LEAs) applied for McKinney Act Education Program subgrants in school year 1995-96?

All_____ Most_____ Some_____ Few_____ None_____

4. What proportion of these LEA applications were awarded McKinney Subgrants?

All_____ Most_____ Some_____ Few_____ None_____

5. Was the funding enough to meet the educational needs of homeless children and youth in your state?

Yes_____ No_____ Don't know_____

6. Was any McKinney funding dedicated to providing access to preschool for homeless preschool age children?

All_____ Most_____ Some_____ a little_____ None_____
Don't know_____

7. What public preschool programs are available for children in your state?

Head Start_____ Title 1_____ None_____
Other_____ (Identify)_____

8. What proportion of public preschool eligible children in your state are enrolled in preschool programs?

All_____ Most_____ Some_____ Few_____ None_____

9. Are there waiting lists for enrollment in public preschool programs?

Yes_____ No_____

10. If yes, are there waiting lists for:

All programs_____ Most programs_____ Some programs_____
Few programs_____

11. How long are preschooler children wait-listed before they are enrolled?

(1)<30 days_____ (2)2-6 months_____ (3)6-9 months_____
(4)9-12 months_____ (5)>12 months_____

12. How many homeless children are estimated to be eligible for public preschool enrollment in your state?

_____

13. What proportion of these preschool eligible homeless children in your state are enrolled in preschool programs?

All_____ Most_____ Some_____ Few_____ None_____

14. What barriers, if any, do homeless children face in enrolling in preschool programs?

	NOT A PROBLEM	A MINOR PROBLEM	A MAJOR PROBLEM	DON'T KNOW
a. Transportation	1	2	3	4
b. Immunizations	1	2	3	4
c. Residency	1	2	3	4
d. Birth certificates	1	2	3	4
e. Space availability	1	2	3	4
f. Guardianship	1	2	3	4
g. Transiency	1	2	3	4
h. Parents not informed	1	2	3	4
i. Lack of coordination between service providers	1	2	3	4
j. Immigration status	1	2	3	4
k. Other problems	1	2	3	4

Specify_____
_____

15. What do you view as the greatest barrier to preschool enrollment of homeless children in your state?_____
_____
_____

16. Does your state have any Head Start Homeless demonstration projects?

Yes_____ (how many and location)_____
No_____ Don't know_____

17. Is any special emphasis placed on enrolling homeless children into public preschool classes?

Often_____ Sometimes_____ Rarely_____ Never_____

18. What strategies are used to identify and enroll eligible homeless children in preschool?_____
_____
_____

19. Are separate preschool/Head Start programs operated exclusively for the benefit of homeless children?

Often_____ Sometimes_____ Rarely_____ Never_____

20. Since 1994 has the number of homeless children participating in Head Start and/or other public preschool education programs increased or decreased?

Increased_____ Decreased_____ Same_____
Don't know_____

21. If increased, has the increase been:

Significant_____ Moderate_____ Small_____

22. What has caused the increase? (check all that apply)

(1) increased number of homeless children in area _____
(2) increased outreach to enroll homeless children ____
(3) opening programs at shelters _____
(4) other (be specific) _____
_____
_____

23. If decreased, has the decrease been:

Significant_____ Moderate_____ Small_____

24. What has caused the decrease? (check all that apply)

(1) fewer number of homeless children in the area_____
(2) fewer public preschool programs _____
(3) no public preschool programs near the shelters_____
(4) other (be specific) _____
_____
_____

25. Where do homeless children attend public preschool education programs (check all that apply):

(1) At the shelter _____
(2) At local school near the shelter _____
(3) At a local school near their past residence _____
(4) Other location in the community _____ (explain)
_____

26. Where do <u>most</u> homeless children attend public preschool education programs (check one):

(1) At the shelter_____
(2) At local school near the shelter_____
(3) At a local school near their past residence_____
(4) Other location in the community_____ (explain)
_____

27. Did you know that the McKinney Act requires homeless children to have equal access to a free, appropriate public **<u>preschool</u>** education?

Yes_____ No_____

28. In your experience, how informed are parents of their homeless children's right to enrollment and participation in public preschool education programs?

Not informed_____Somewhat informed_____ Very informed_____

29. Describe any innovative and/or exemplary programs and services that successfully address the preschool educational needs of homeless children in your state/locality. (Use back of page or additional sheet for more space.)

_____
_____

30. Please offer any recommendations for improving access to public preschool programs by homeless children. (Use back of page or additional sheet for more space.)_____
_____
_____

31. If the state coordinator of education for homeless children and youth is not charged with coordinating preschool enrollment for homeless children, who has this responsibility?

Name _____ Title_____

Address _____

Phone _____

Survey Questions - Access to Public Preschool Education
(Shelter and/or Homeless Services Program)

Date:

Name of shelter/organization:

Contact Person: Title:

Telephone Number: Address:

General Information About Shelter

1. Type of shelter and or services offered:

   (1)____Emergency family shelter
   (short term up to 90 days)

   (2)____Transitional family shelter
   (long term up to 18 months)

   (3)____Overnight shelter only

   (4)____Domestic violence shelter

   (5)____Other (please specify)

2. What is the **MAXIMUM** length of stay for families? _____

3. How long do families typically stay at your facility?

   (1) <90 days____ (2) 2-6 months____ (3) 6-9 months____
   (4) >9 months____

4. What is the resident capacity of your facility? _____ persons

5. How many residents are children (0-18 years)? _____

6. How many residents are preschool-age children (3-5 years)? _____

Enrollment of Homeless Children in Preschool Education Programs

7. What public preschool education programs are available for children in your state/locality?

   Head Start____ Title I_____
   Other____ (specify)_____

8. Does anyone at your shelter assist with the placement of preschool age shelter residents in preschool programs?

Always_____ Often_____ Sometimes_____ Rarely____
Never_____

9. What public administrator coordinates or assists your shelter in placing preschool age children in preschool classes?

Name_____
Telephone_____ None_____

10. What proportion of your preschool age residents are enrolled and attending a public preschool education program (e.g. Head Start)?

All_____ Most_____ Some_____ Few_____ None_____

11. Of those residents enrolled in a preschool program, what proportion attends on a regular, frequent basis?

All_____ Most_____ Some_____ Few_____ None_____

12. Of those residents enrolled in a preschool program, what proportion attends on a sporadic, infrequent basis?

All_____ Most_____ Some_____ Few_____ None_____

13. What proportion of your preschool age residents were enrolled in preschool before entering your shelter?

All____ Most_____ Some_____ Few_____ None____
Don't know_____

14. What proportion of these preschool age children have continued in the same preschool program in spite of being homeless?

All_____ Most_____ Some_____ Few_____ None_____
Don't know_____

15. What proportion of your preschool age residents are now enrolled in a preschool education program for the first time?

All_____ Most_____ Some_____ Few_____ None_____
Don't know_____

16. What proportion of your preschool age residents are not enrolled in a preschool education program?

All_____ Most_____ Some_____ Few_____ None_____

17. Identify barriers to homeless children participating in public preschool programs:

	NOT A PROBLEM	A MINOR PROBLEM	A MAJOR PROBLEM	DON'T KNOW
a. Transportation	1	2	3	4
b. Immunizations	1	2	3	4
c. Residency	1	2	3	4
d. Birth certificates	1	2	3	4
e. Space availability	1	2	3	4
f. Guardianship	1	2	3	4
g. Transiency	1	2	3	4
h. Parents not informed	1	2	3	4
i. Lack of Coordination between service providers	1	2	3	4
j. Immigration status	1	2	3	4
k. Other problems	1	2	3	4

Specify:_____

18. Do you have a public preschool education program at your shelter site?

Yes_____ (funding source: Head Start _____
(Other_____ specify _____)

No_____

19. If yes, is your preschool education program operated exclusively for homeless children?

Yes_____ No_____

20. In your experience, are parents informed about the education rights for their homeless preschool age children?

Not informed____Somewhat informed____ Well informed____

21. Is any special emphasis placed on enrolling enrolling homeless preschool age children in preschool classes by your state and/or locality?

Always_____ Often_____ Sometimes_____ Rarely____
Never_____

22. Are homeless children given any priority for enrollment in public preschool programs?

Always_____ Often_____ Sometimes_____ Rarely____
Never_____

23. What strategies are used to identify and enroll homeless children in public preschool programs?

(specify)_____
_____
None_____

24. Have you noted any increase in preschool enrollment for children at your shelter/program?

Yes_____ No_____

25. If yes, has the increase been:

Significant_____ Moderate_____ Small_____

26. What has caused the increase? (check all that apply)

(1) increased number of homeless children in area _____
(2) increased outreach to enroll homeless children ____
(3) opening programs at shelters _____
(4) other (be specific) _____
_____

27. Have you noted any decrease in preschool enrollment for children at your shelter/program?

Yes_____ No_____

28. If yes, has the decrease been:

Significant_____ Moderate_____ Small_____

29. What has caused the decrease? (check all that apply)

(1) fewer number of homeless children in the area_____
(2) fewer public preschool programs _____
(3) no public preschool programs near the shelters_____
(4) other (be specific) _____
_____
_____

30. Where do your preschool age residents attend public preschool education programs (check all that apply):

(1) At the shelter _____
(2) At local school near the shelter _____
(3) At a local school near their past residence _____
(4) Other location in the community _____ (explain)
_____

31. Where do most of your preschool age residents attend public preschool education programs (check one):

(1) At the shelter_____
(2) At local school near the shelter_____
(3) At a local school near their past residence_____
(4) Other location in the community_____ (explain)
_____

32. Describe any innovative and/or exemplary programs and services that successfully address the preschool educational needs of homeless children in your state/locality. (Use back of page or additional sheet for more space.)

_____
_____

33. Please offer any recommendations for improving access to public preschool programs by homeless children. (Use back of page or additional sheet for more space.)_____
_____
_____

34. Did you know that the McKinney Act requires that homeless children have equal access to a free, appropriate public **preschool** education?

Yes_____ No_____

35. Can you identify other programs or organizations in your state/city who are informed on this issue that I should contact?

_____
_____

Please return the completed survey by April 9, 1997 to:

Janice K. Johnson Hunter
National Law Center On Homelessness & Poverty
918 F Street, N.W., Suite 412
Washington DC 20004
202/638-2535 (voice)
202/628-2737 (fax)